

# Memorandum

**TO:** DRIVING A STRONG  
ECONOMY COMMITTEE

**FROM:** Leslye Corsiglia

**SUBJECT:** HOMELESS STRATEGY

**DATE:** August 8, 2003

Approved

Date

*Mark Li*  
August 14, 2003

## RECOMMENDATION

It is recommended that the Driving a Strong Economy Committee approve the City of San José's Homeless Strategy.

## BACKGROUND

Since the creation of the Office of the Homeless Coordinator in 1991, the City of San José has been an active participant in the region's efforts to house the homeless. With an initial staff of one and the charge of coordinating with other agencies working to address the problem of homelessness, the City's response grew significantly over the past twelve years. Currently, the City's homeless program encompasses four areas: grantsmanship, policy and legislation, coordination with other homeless providers, and grant administration. Programs administered by the City's Department of Housing include: the federal Emergency Shelter Grants Program and the Housing Opportunities for People with AIDs Program, the local Housing and Homeless Fund (now called the Housing Trust Fund), the PROGRESS Program, and the Mayor's Homeless Families and Children's Initiative. The City has also provided technical assistance and information and referral services to those serving the homeless and the homeless themselves.

This year, the federal government adopted a goal to eliminate chronic homelessness within ten years and called upon the nation's cities to adopt plans to make this goal a reality. Initially a challenge from the National Alliance to End Homelessness, the federal government, the Interagency Council on Homelessness, and the U.S. Conference of Mayors have all embraced this goal. The federal government has called for 100 cities throughout the nation to adopt plans on or before January 2004 that seek to eliminate homelessness.

The City of San José has prepared the attached Homeless Strategy to direct the City's response to this ambitious goal. In approving this Plan, the City will join dozens of other communities throughout the nation seeking to revise the current approach to addressing homelessness, which, while well-intentioned, has not resulted in a significant decrease in the homeless population.

## **ANALYSIS**

The Homeless Strategy outlines the extent of the homeless problem in San Jose, describes the many programs and policies the City has adopted over the years, and lays out a series of policies and actions designed to eliminate chronic homelessness in San Jose within ten years. Examples include:

- **Prevention:** Emphasize programs that seek to prevent homelessness, such as one-time rent to prevent eviction.
- **Rapid Rehousing:** Continue to support existing homeless and transitional shelters, but change the focus to moving people quickly into permanent housing with transitional supportive services as seen in the successful Housing First approach.
- **Wraparound Services:** Rely on existing successful nonprofit entities to provide direct services to the homeless rather than having the City compete by providing these services.
- **Proactive Efforts:** Ensure that data systems collect the information needed to determine the needs of the homeless and the success of program efforts. Also, expand efforts to bring in new resources into the community to cover the costs associated with the provision of services.

One Housing Department staff member will be charged with overseeing the implementation of this Homeless Strategy, working in conjunction with other Housing Department staff and the City's other public and private partners. Another Housing Department staff member is in charge of administering the City's homeless assistance grant programs.

Some have expressed concerns that the ten-year goal is too ambitious. As stated in the report, the City's ability to meet this goal is contingent on a number of factors, not the least of which is the availability of federal funding to assist in meeting the Bush Administration's goal. Additionally, a concentrated regional effort that relies on the work of many groups focused on this goal is needed. The City of San Jose cannot accomplish this goal alone. Nevertheless, the actions included in this report position the City to respond to the challenge that cities are being asked to accept.

## **PUBLIC OUTREACH**

A focus group was assembled to assist in the development of this Strategy. Attendees included representatives from the Office of the County Executive, the Housing Authority of the County of Santa Clara, other cities in Santa Clara County, and a variety of nonprofit agencies specializing in housing and homeless policy issues. The focus group met several times to discuss the City's role in homelessness, changes in current policies, and future policy recommendations to help San José's most needy residents move off the streets and out of shelters and into permanent housing.

## **COORDINATION**

The preparation of the Homeless Strategy has been coordinated with the Council and Intergovernmental Policy Cabinet and the Office of the City Attorney,




## **FISCAL IMPLICATIONS**

Implementation of the Homeless Strategy will require additional funding, which will be sought from a variety of sources. The Housing Department plans to contract with a development specialist (fundraiser) experienced in accessing grant funding from federal, State and local sources to expand the City's effectiveness in bringing in financial resources. Additionally, the Department will work with the City's federal lobbyists to increase the amount of federal funding now allocated to San Jose programs. Funding for this contract and the staff needed to implement this effort is included in the FY 2003-04 Housing Department budget.

Funding associated with contracting with a nonprofit entity to provide direct services and funding for the proposed Rental Security Deposit Guarantee Program is available in the FY 2003-04 Housing and Homeless Fund (now called the Housing Trust Fund) budget.

## **CEQA**

Not a project.

  
LESELYE CORSIGLIA  
Director of Housing

Attachment



# CITY OF SAN JOSE



## HOMELESS STRATEGY

AUGUST 2003

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## INTRODUCTION

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*"No longer will we settle for the old approach of merely managing and accommodating homelessness. Instead, we will press ahead in developing and implementing innovative new strategies to eliminate chronic homelessness from the streets of America once and for all."*

Secretary Mel Martinez  
U.S. Department of Housing and Urban Development

The words of the Secretary of Housing and Urban Development, highlighted in the quotation above, reflect the City of San Jose's vision—to have a City without chronic homelessness, where every person and every family has a place they can call home.

The federal government has set ten years as its goal for the elimination of chronic homelessness, and has called for 100 cities to adopt plans by January of 2004. This goal, first put forth by the National Alliance to End Homelessness (Alliance) in its publication "A Plan Not a Dream: How to End Homelessness in Ten Years," has been embraced by the Interagency Council on Homelessness and the U.S. Conference of Mayors, which is strongly encouraging cities to "create and implement performance based, results oriented strategic plans to end chronic homelessness in 10 years."<sup>1</sup>

**The National Alliance to End Homelessness  
A Plan: Not a Dream  
How to End Homelessness in Ten Years**

The Alliance prepared a ten-step plan for localities to use in preparing their plans to eliminate homelessness in ten years. Included in the plan are four steps, as shown here:

- Plan for Outcomes: Rather than manage homelessness, plan to end it by changing the mix of assistance provided.
- Close the Front Door: Prevent homelessness before it begins.
- Open the Back Door: Move people into permanent housing quickly, linking them with the services they need.
- Build the Infrastructure: Increase the supply of housing, and strengthen other programs that help the poor obtain employment and services to help people help themselves.

According to the Alliance, the current homeless assistance system is not working and that, only by making the system more outcome driven and tailoring programs to meet the special needs of each sub-population, can chronic homelessness be eliminated. Today, most programs are geared to manage homelessness, not end it. "In fact, new data has shown that most localities could help

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<sup>1</sup> U.S. Conference of Mayors' resolution, June 2003.



homeless people much more effectively by changing the mix of assistance they provide.”<sup>2</sup> This change in focus can reverse the current system, which effectively ends homelessness for thousands of people each day, only to replace them with thousands more. Although the cost of eliminating chronic homelessness may be high, it can be offset by reductions in other programs, such as public health and mental health, and by better coordination of existing programs.

The report that follows includes a host of programs and policies designed to respond to the concerns about the current homeless assistance system to enable the homeless to move from the streets into permanent housing. This plan is very ambitious, however, and can only be achieved with a concentrated regional effort, a significant commitment of federal and State dollars, and the work of many groups all focused together on the ultimate goal. San Jose's challenge is that it, unlike other large cities throughout the nation, is not a direct service provider and does not administer social service programs. As a result, we cannot accomplish the actions included in this report without our partners—the shelter and service providers who have devoted their time and resources to the homeless, the developers who build needed housing, and the government agencies that offer programs and support to give the homeless the tools needed to move into permanent settings. Key to the success of these efforts will be the federal government's pledge to provide needed resources.

Despite significant efforts the City and its partners have made to reduce homelessness in San Jose over the years, the number of homeless families and individuals is still too high. Although we cannot eliminate homelessness overnight, we are committed to taking every action we can to accomplish this goal. The policies, programs and actions outlined in the attached report provide the framework for the City's efforts.

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<sup>2</sup> National Alliance to End Homelessness. “A Plan Not a Dream: How to End Homelessness in Ten Years.” No Date.



## WHO ARE THE HOMELESS?

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*"They seem to think that there are thousands of jobs out there for people with no work experience, no skills and no training. Tell me where those jobs are and I'll get one. Otherwise, let me get the education I need to get out of this situation I am in."*

- homeless person in the Bay Area

### WHO ARE THE "HOMELESS"?

People who are homeless or at risk of homelessness do not fit one general description, but come from different backgrounds, ethnicities, age groups, and genders. According to the Stewart B. McKinney Act, (1994), a person is considered homeless if he/she "lacks a fixed, regular, and adequate night-time residence and has a primary night time residency that is:

- (A) A supervised publicly or privately operated shelter designed to provide temporary living accommodations;
- (B) An institution that provides a temporary residence for individuals intended to be institutionalized, or
- (C) A public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings."

According to McKinney Act language, the term "homeless individual does not include any individual imprisoned or otherwise detained pursuant to an Act of Congress or a state law." In addition, the above definition only includes those individuals and families who are "street homeless."

In addition to the homeless, there are people who are under housed. These are people who have a temporary place to stay, for example with relatives or friends, or people who live in overcrowded and/or substandard housing.

The Millennial Housing Commission<sup>3</sup> has defined two types of homeless: those who are "transitionally homeless" and those who are "chronically homeless." By distinguishing between the two, the Commission provides a framework of how best to address the separate needs of each group.

- ❖ Transitionally homeless persons are those who generally move quickly through the homeless assistance system. Their principle need is for safe, decent and affordable housing. The transitionally homeless include people who are working entry-level jobs as well as those, such as seniors, who are on fixed incomes. An increase in rent, loss of a job, or medical emergency could result in the loss of their home. Typically, transitionally homeless people are those who are homeless for six or fewer months.
- ❖ Chronically homeless persons experience long-term homelessness, going from shelter to shelter and sometimes living on the streets. Typically this sub-population has substance abuse or mental health problems. These homeless are in need of permanent supportive

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<sup>3</sup> Millennial Housing Commission, 2002



housing, which combines housing with intense supportive services. This population is typically homeless for six or more months per year.

Other studies identify a third category—"episodically homeless." Episodically homeless people are those who may cycle back and forth from being housed to being homeless, but are usually homeless for a short time period.

## WHY ARE PEOPLE HOMELESS?

Just as the face of homelessness is a complex one, so are the reasons why people become homeless. "Twenty-five years ago there was not widespread homelessness in America. Tonight, nearly a million people will be homeless, despite a multi-billion a year infrastructure designed to deal with the problem." <sup>4</sup>

A number of factors have contributed to the homeless problem, beginning with the deinstitutionalization of the mentally ill in the 1960s and 70s and the gentrification and redevelopment of previously affordable housing. Growth in the number of homeless people over the years has been impacted by the cost and availability of affordable housing, earnings that have not kept pace with the cost of living, and the availability and accessibility of services for the poorest residents.

When Santa Clara County homeless residents were asked in a 1999 survey to name the most effective ways to end homelessness, the two most common answers were to increase affordable housing opportunities and to provide good paying jobs. Some of the main reasons people become homeless are<sup>5</sup>:

- ❖ Poverty: Homelessness and poverty are linked. The impoverished have to make hard choices between basic necessities, including the choice between paying their rent and putting food on the table. Even though Santa Clara County has one of the highest median incomes in the nation, there are still people living here who earn minimum wage or who rely on fixed incomes and are unable to pay the area's high housing costs.
- ❖ Lack of Job Opportunities: Many homeless people have a lower level of education and lesser job skills, making their employment choices more limited. With unemployment rates up—Santa Clara County alone lost more than 190,000 jobs between 2000 and 2003-- jobs are hard to find. And although some jobs have been created, training for those skills needed to fill those jobs has not always been accessible to the homeless and those at-risk of homelessness.
- ❖ Decline in Public Assistance: The amount and availability of public assistance has dropped considerably in recent years with the advent of welfare reform and the reduction in Aid to Families with Dependent Children (AFDC) benefits. Many families moving off of the welfare rolls do not make sufficient incomes to survive, particularly in high-cost urban areas.
- ❖ Lack of Affordable Housing: Homeless people, housing advocates, and shelter and service providers cite housing costs as the number one reason people become homeless. In 2001 in

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<sup>4</sup> The National Alliance to End Homelessness. A Plan Not a Dream. How to End Homelessness in Ten Years. Executive Summary.

<sup>5</sup> National Coalition for the Homeless. Fact Sheet #1: *Why are People Homeless?* Washington D.C. 2002



San Jose, a family needed to earn at least \$30.62 an hour to afford the median priced two-bedroom apartment (\$1,592/month).<sup>6</sup> While San Jose has been a leader in the provision of affordable housing opportunities, the area's high housing costs continue to be out of reach for lower-income households.

- ❖ Mental Illness and Substance Abuse: This population, which makes up a large percentage of the chronically homeless, often tends to make inappropriate and expensive use of mental health and medical emergency services, repeatedly enters the criminal justice system, and chronically recycles through the homeless service system without achieving any significant gain in housing stability. Many of the homeless with mental illness and substance abuse problems live along the City's waterways, on the streets, under bridges, or in other places unfit for human habitation.
- ❖ Domestic Violence: Victims of domestic violence often have no choice after they have left their batterer other than to become homeless.

The causes of homelessness are varied; not one cause can be considered more detrimental than the next. Whether it is having a fixed and/or low-income and not being able to pay the rent, or if it relates to a drug or alcohol abuse problem, a physical disability, a situation involving domestic violence, or mental illness, homelessness is a real possibility for many people.

## WHO IS AT RISK OF HOMELESSNESS?

Generally, housing is considered "affordable" when a household pays no more than 30% of its income for housing, including utility costs. Households paying more than 30% of their income on housing are considered at-risk of becoming homeless. However, other factors must be taken into consideration when determining who is at risk, not just income alone. A household of two making over \$100,000 that pays 35% of its income on housing is in no way comparable to a household of four making only \$30,000 paying 35% of its income on housing, yet this standard makes the two households equivalent.

Many families are a paycheck away from losing their homes, and an unexpected occurrence, such as a hospitalization, a car accident, or a reduction in work hours, can make it difficult for a family to keep current on its rent or mortgage payment. Based on available data from the 2000 Census, there are over 20,000 households at-risk of homelessness.<sup>7</sup>

Although median incomes in Santa Clara County are among the highest in the nation, as shown in the table below, this is only illustrative of the disparity of income in the area, with exceptionally high incomes from the area's tech sector and the lower incomes associated with the service sector. Because the area's cost of living is so high, even though incomes are substantial, many people nonetheless find themselves at risk of homelessness.

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<sup>6</sup> Paycheck to Paycheck: Wages and the Cost of Housing in America, 2001. Center for Housing Policy/National Housing Conference.

<sup>7</sup> U.S. Census Bureau, Census 2000. Information was taken from Income Levels in 1999 (those earning \$35,000 and below) and Gross Rent as a Percentage of Household Income in 1999 Data Summaries.





### Income Categories in Santa Clara County, 2003

	Number of Persons in Household							
	1	2	3	4	5	6	7	8
Extremely Low Income (30% of Median)	\$22,150	\$25,300	\$28,500	\$31,650	\$34,200	\$36,700	\$39,250	\$41,800
Very Low Income (50% of Median)	\$36,950	\$42,200	\$47,500	\$52,750	\$56,950	\$61,200	\$65,400	\$69,650
Low Income (77% of Median)	\$57,450	\$65,650	\$73,850	\$82,100	\$88,650	\$95,200	\$101,800	\$108,350
Median Income (100% of Median)	\$73,850	\$84,400	\$94,950	\$105,500	\$113,950	\$122,400	\$130,800	\$139,250
Moderate Income (120% of Median)	\$88,600	\$101,300	\$113,950	\$126,600	\$136,750	\$146,850	\$157,000	\$167,100

According to the 2000 Census, more than 30% of San Jose's population falls in the Extremely Low-Income and Very-Low Income categories.

## WHAT IS THE COST OF HOMELESSNESS?

Homelessness has both a human and a financial cost. From a human perspective, homelessness typically leaves people feeling discouraged and defeated. Those living without proper housing accommodations experience a multitude of challenges, from staying together as a family, to keeping children in school, to finding work without a fixed address, to avoiding serious medical problems. Once homeless, many people find it hard to get back on their feet, and once housed, to maintain stability.

From a financial perspective, homelessness is expensive. Because they do not have a regular, fixed place to stay, "homeless persons use a variety of public systems in inefficient and costly ways. This tendency masks the true cost of homelessness by cost shifting to law enforcement, corrections, health care, welfare, education, and other systems."<sup>8</sup>

Many homeless people remain in hospital care longer than needed because they have no regular home and doctors worry that they will cycle back to the hospital if discharged. A 1998 study found that homeless people spent an average of four days longer in the hospital than did non-homeless people.<sup>9</sup> According to a soon to be published study on affordable housing in the Silicon Valley, "keeping a patient in the hospital because of inadequate alternative housing options costs up to \$1,000 a day, compared to just \$40 a day for adult supportive housing."<sup>10</sup> Another study found that a homeless mentally ill person in New York City "used an average of \$40,449 of publicly funded services over the course of a year" compared with the \$12,145 cost when in supportive housing.<sup>11</sup> Additionally, people without permanent homes are more likely to be jailed, often for minor offenses like loitering, and at a tremendous cost to local government.

<sup>8</sup> *Policy Guide on Homelessness*. Adopted by the Chapter Delegate Assembly of the American Planning Association, March 29, 2003.

<sup>9</sup> Sakut S.A., Kuhn E.M., Hartz A.J., Vu J.M., Mosso A.L. Hospitalization costs associated with homelessness in New York City, *New England Journal Of Medicine* 1998; 338:1734-1740.

<sup>10</sup> The Economic and Fiscal Impacts of Affordable Housing (Draft Report). Sponsored by Silicon Valley Citizens for Affordable Housing. Prepared by M. Cubed. Funded by Full Circle. Spring 2003.

<sup>11</sup> A Summary Report on California's Programs to Address Homelessness. Prepared for Governor Grey Davis. March, 2002.



## HOMELESSNESS IN SILICON VALLEY

In January 1999, a collaborative of cities in Santa Clara County, working in partnership with the San Jose State University Community Outreach Partnership Center, joined together to complete a survey of homeless individuals and families. On one night, dozens of volunteers spread out through the County to count the homeless and ask a number of questions. A total of 2,908 people were contacted; of that number, 1,805 consented to be interviewed. Those interviewed were found in temporary and emergency shelters, as well as in encampments and other outdoor areas. Below is a synopsis of the results of that survey.<sup>12</sup>

### Snapshot

- In San José, there are an estimated 12,600 episodes of homelessness annually. A person or family may experience more than one episode of homelessness during the year.
- On any given night, about 1,600 people find themselves homeless in San José.
- 74% were San José residents before becoming homeless.
- Each day, approximately 75 people Countywide are turned away from shelters.
- Approximately 10% of the homeless are mentally ill, and 24% suffer from problems associated with substance abuse.
- Only 2% of the homeless in San José say they are homeless by choice.
- About 20,000-30,000 County households are at-risk of becoming homeless.

### Gender

Males significantly outnumber females by a ratio of nearly two to one. The survey counted 1,015 men (65%) and 542 women (35%).

### Race/Ethnicity

The largest racial or ethnic category among the homeless in San José is Caucasian, followed by Hispanic. Although these two racial/ethnic categories are roughly consistent with the population at large, African Americans are disproportionately represented among the homeless, while Asian/Pacific Islanders are underrepresented.

**Comparison of Race/Ethnicity in the Homeless and General Population, 1999**

Ethnicity	Homeless Population	General Population
Hispanic	31%	30%
Caucasian	35%	36%
African American	20%	3%
Asian/Pacific Islander	4%	27%
Other	9%	4%
TOTAL	100%	100%

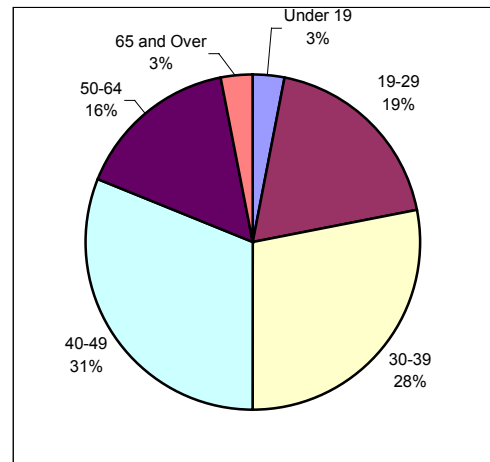
<sup>12</sup> 1999 Santa Clara County Homeless Survey. Jerome S. Burstein, College of Business, and Linda J. Woodsmall, College of Social Work.



## Age and Family Composition

Most homeless people in San José are between the ages of 30 and 49. As shown on the chart at right, this age group accounts for almost 60% of the homeless population. It is important to note, however, that the fastest growing segment of the homeless population is children – 25% of the new homeless population in the County between 1995 and 1999 was children under 18. Children falling in the age group of 6-12 have experienced the highest increase in homelessness.

Throughout the County, 60% of homeless persons are single, unattached adults with no children. This compares with 50% nationwide who are single.



## Income

In 1999, more than half the City's homeless population earned less than \$6,000 per year, or roughly 8% of area median income for a family of one.

Monthly Income Level of Homeless People in San José, 1995 and 1999					
Monthly Income Level	1995	%	1999	%	% Change, 1995 - 1999
Less than \$500	388	53%	654	52%	+1%
\$500-\$1000	207	28%	359	29%	+1%
\$1000-\$1500	64	9%	119	9%	Same
\$1500+	37	5%	75	6%	+1%
Decline to State	31	4%	47	4%	Same
<b>Total</b>	<b>727</b>	<b>100%</b>	<b>1,254</b>	<b>100%</b>	

## Education

Nearly a third of San José's homeless have a high school diploma (29%), while 33% have at least some college education. However, 37% do not have a high school diploma. The table at right compares the education of levels of San José's homeless adults with those of the State and the U.S. as a whole.

## Comparison of Education Level of Homeless Adults, San José, California and U.S.

Education Level	San Jose	California	U.S.
Less than High School	37%	41%	25%
High School Diploma	29%	34%	34%
Some College	33%	25%	45%

Source: 1999 Santa Clara County Homeless Survey and the State of California (A Summary Report on California's Programs to Address Homelessness, March 2002)

## ADDRESSING HOMELESSNESS – A REGIONAL APPROACH

*"It is time to commit the multitudes of talents and resources that bless this nation to the task of providing appropriate support, and finding homes – permanent homes – for the chronically homeless."*

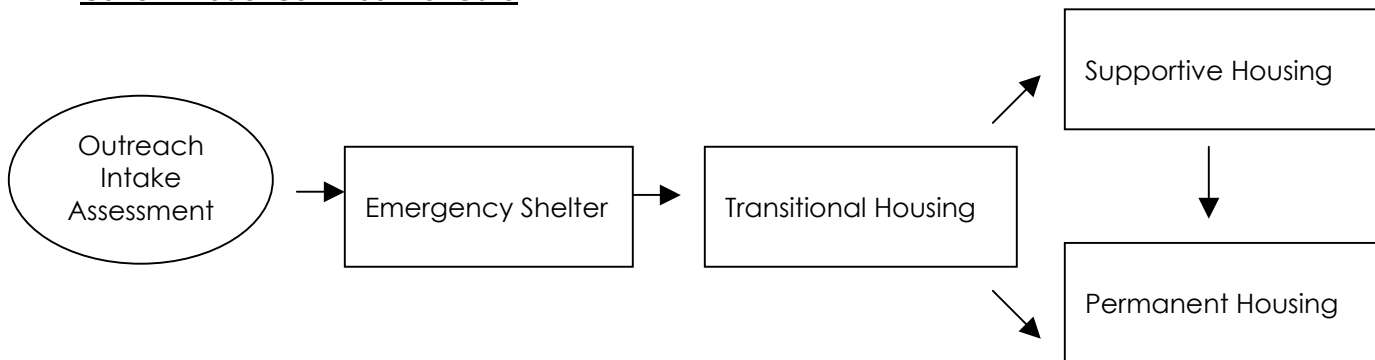
Mel Martinez, Secretary  
U.S. Department of Housing and Urban Development

### HOUSING FIRST APPROACH

Homelessness is a regional concern, one that crosses jurisdictional boundaries. Consequently, regional solutions and a unified approach are needed. Traditionally, jurisdictions in Santa Clara County have worked together to provide a Continuum of Care, which moves people from the streets, to homeless shelters, to transitional living and on to permanent housing. However, recent studies have shown that this approach may result in people staying in more costly shelter and transitional living environments longer than needed, and that, once in permanent housing, the vast majority of households were able to succeed without long-term case management services.<sup>13</sup>

As a result, another approach has emerged that modifies the Continuum of Care. As you can see by the following models, a Housing First approach differs from the Continuum of Care model by placing homeless people in emergency shelters or other interim housing directly into permanent housing linked with intensive supportive services without the interim step of transitional housing. Supportive services are offered for up to a year.

#### Current Model Continuum of Care



For several years, local governments, nonprofits, businesses, faith-based organizations, and the homeless themselves have worked together to find ways to meet the need for shelter, housing and other supportive services through this Continuum of Care system. HUD's definition of a Continuum of Care is "a community plan to organize and deliver housing and services to meet the specific needs of people who are homeless as they move to stable housing and maximum self-sufficiency.

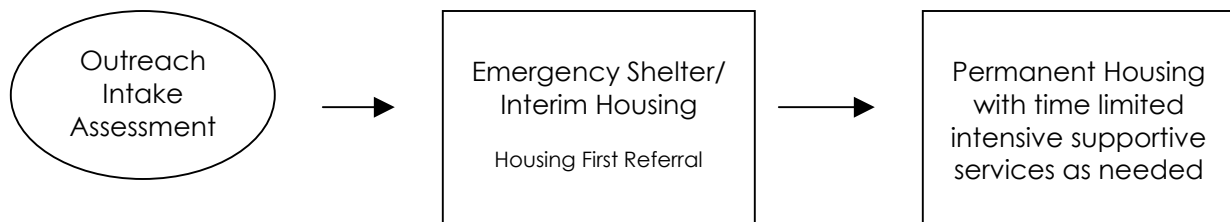
<sup>13</sup> Culhane, Dennis P. New Strategies and Collaborations Target Homelessness. Volume 4, Issue 5. *Housing Facts and Findings*. A publication of FannieMae.



It includes action steps to end homelessness and prevent a return to homelessness."<sup>14</sup> A Continuum of Care has four fundamental components:

- ❖ Outreach, intake and assessment to identify the family's or individual's housing and supportive service needs and link them to the appropriate resources.
- ❖ Emergency Shelter or another safe alternative to living on the streets.
- ❖ Transitional housing with supportive services to assist people in developing the necessary skills to obtain and maintain permanent housing.
- ❖ Permanent housing or permanent supportive housing.

### **Housing First Approach Model**



The Housing First Model was pioneered by Beyond Shelter, a Los Angeles-based organization providing assistance to the homeless. The Housing First approach is to help homeless families move into permanent housing and then provides services to help them regain self-sufficiency. This model is an alternative to traditional models that transition the homeless from shelters, to transitional living, and then to permanent housing. Housing First instead advocates for the quick relocation of homeless families into stable settings where they can assume the control over their lives that was lost when they became homeless. "Created as a time-limited relationship designed to empower participants and foster self-reliance, not engender dependence, the 'Housing First' methodology:

- helps homeless families move directly into affordable rental housing in residential neighborhoods;
- provides up to one year of individualized, home-based supportive social services 'after the move' to help each family transition to stability and independence."

Housing First families are referred to the program by local shelter providers, domestic violence programs, social service agencies, residential drug treatment programs, and faith-based community organizations. After an initial assessment and housing placement, the family, working with a case manager for a period of six months to a year, creates a family service plan that includes the goals and steps needed to gain and maintain permanent housing and move towards self-sufficiency. During this period, the family is provided life skills training, which may include: budget planning, money management, parenting skills, nutrition, homemaking, and career development. Case managers or housing specialists provide assistance in negotiating leases, finding move-in and housing subsidies, and eliminating housing barriers such as poor credit history, unemployment, and prior evictions. Case managers then monitor the family's progress on a regular basis depending on each individual family's situation. After a year, the family graduates from the program. Follow-up is performed at the three-, six- and twelve-month mark proceeding graduation.

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<sup>14</sup> U.S. Department of Housing and Urban Development, Guide to Continuum of Care Planning and Implementation. 2001.



## COLLABORATION

### The Santa Clara County Collaborative on Housing and Homeless Issues

The County's Collaborative on Housing and Homeless Issues boasts members from over 100 County, City, and private agencies that provide services to the homeless (see Attachment A). The Collaborative's mission is to increase the supply of affordable housing and reduce homelessness in the County. The Collaborative has come together to provide and create programs and policies to address the homeless and housing problem more effectively and regularly applies for funding for this purpose. Some of the Collaborative's successes include:

- ❖ The Transit Pass Program has provided 804 reduced bus passes to case-managed clients in shelter and day centers since 1992.
- ❖ Grantsmanship activities have resulted in the receipt of more than \$56 million in federal funding since 1992.
- ❖ Instrumental assistance in the creation of the Housing Trust Fund of Santa Clara County.
- ❖ Development of the Santa Clara Countywide Five-Year Homelessness Continuum of Care Plan 2001 – 2006.

### The Regional Steering Committee on Homelessness and Housing

The Regional Steering Committee on Homelessness and Housing (RSC) is made up of local government representatives, homeless shelter and service providers, academics, funders and homeless people from the eleven-county Bay Area. RSC was created in 1988 to share information about how each community was responding to the emerging problem of homelessness and to brainstorm on solutions to end homelessness. It has since emerged into a bi-monthly collaborative that develops regional policy on homelessness both locally and on a State and federal level.

### Bay Area Regional Initiative Program (BARI)

The Collaborative actively participates in the Bay Area Regional Initiative Program (BARI). BARI involves eleven counties, four cities and more than 85 nonprofit agencies. In 1996, BARI was awarded a \$7 million grant from HUD to fill gaps in the Continuum of Care for homeless people in the Bay Area. This initiative is the result of ongoing intensive collaboration among community-based organizations, local governments, the federal government, funders, homeless people, and the private sector. This approach recognizes that homelessness is a regional issue.

BARI's community-based planning process identified seven priority action areas<sup>15</sup>:

1. Improving the delivery of support services to homeless people;
2. Increasing incomes of people eligible for public benefits;
3. Accessible, affordable transportation;
4. Job training, development, creation, and placement;
5. Expanding community acceptance strategies;

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<sup>15</sup> Turning Homelessness Around: Restructure Mainstream Systems; Integrate Homeless Specific Responses. *Lessons Emerging from the Successful Strategies of the Bay Area Regional Initiative*. A Home Base Report. July 1999



6. Developing funding to support services linked to permanent housing;
7. Developing an ongoing, revolving source of funds for housing.

BARI has been a great success, creating significant positive change, leveraging community resources, and helping large numbers of homeless people. In 1998, HUD honored BARI with its "Best Practices" award, naming it one of the top homeless plans in the nation.

### Bay Area Homeless Alliance

In addition to the regional programs and initiatives mentioned above, the Bay Area Homeless Alliance (BAHA) was a collaboration of greater San Francisco Bay Area service agencies. BAHA's primary goal is to prevent or reduce homelessness by providing a variety of social services to families and individuals within the nine-county Bay Area. This organization offers a web site ([www.baha.org](http://www.baha.org)) that provides information and referrals to individuals or agencies for the following services:

- Shelter and food providers;
- Mental and physical health assistance;
- Employment counseling;
- Bay Area information and referral database;
- SSI/SSDI applications;
- Housing listings;
- Earned Income Credit (special tax benefits for low-income people);
- Transportation services;
- Shelter hotline; and
- Many other links to other agencies and services.

### Hardest Hundred

"The Hardest Hundred" is a multi-site planning process to establish exemplary practice, multi-disciplinary, mobile outreach teams serving homeless people with mental illnesses and those who are dually diagnosed. This collaborative effort is led by the City in conjunction with the Santa Clara Valley Health & Hospital System and eleven shelter and service providers. The goal of the Hardest Hundred is to have teams provide the intensive support necessary for clients to successfully navigate the bureaucracy and obtain mental health services, substance abuse treatment, benefits, access to stable housing and other services necessary to facilitate long-term stability. This project improves the City's existing outreach capacity by extending services to a currently underserved population and by enhancing the quality and effectiveness of outreach services through training and adoption of proven outreach techniques.



# HOMELESS SERVICES

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*"A hand out is worthless; a hand up is wonderful"*

*- anonymous*

## MISSION STATEMENT

The City of San José is committed to working with its partners to provide families and individuals who find themselves homeless, or who are at risk of homelessness without intervention, the tools they need to become self-sufficient, including shelter and services.

## STRATEGY

PREVENTION	Implementation of policies and programs that seek to prevent homelessness before it begins.
RAPID REHOUSING	A Housing First Approach-- moving those who do experience homelessness into permanent housing quickly.
WRAPAROUND SERVICES	Providing those moving out of homelessness with the services and support they need to maintain housing stability and self-sufficiency.
PROACTIVE EFFORTS	Taking a series of proactive measures, including advocating for money and programs, and publicizing the need for assistance to the homeless.

## GUIDING PRINCIPLES

**Active Participation in Ending Homelessness-** The City will continue to collaborate with other partners to design and implement innovative solutions to end homelessness.

**Human and Civil Rights-** The homeless are equal members of our community and deserve to be treated with respect and dignity. The City adheres to maintaining the rights and privileges allotted to each individual.

**Equal Access-** Services developed to serve the homeless are accessible to all, irrespective of race, creed, color, religion, sex, national origin, ancestry, physical or mental disability, age, sexual orientation, marital status, medical condition or other personal attributes the individual may possess.

**Meeting the Need-** The City is committed to meeting the needs of the community and working to improve, create and maintain services and information developed to serve the homeless.

**Community Building-** The City is committed to ensuring that shelters and affordable housing developments complement the surrounding community and are good neighbors.

**Client-Centered, Open Door Policy-** Services offered are focused on meeting the needs of clients, and are oriented towards empowering homeless people to gain independence and self-sufficiency. No individual is turned away from receiving information and referral services.

**Accountability-** In the goal to end homelessness, there must be positive measurable outcomes showing the concrete evidence of the improvement of the quality of life for the people served.





## THE CITY'S PROGRAM

The City has a multi-faceted response to homelessness, including financing the development of shelters and permanent housing. While over 60% of the County's homeless population calls San Jose home, the City is the location for approximately 80% of the County's emergency and transitional facilities. As shown on the following charts, there are approximately 777 transitional beds and 678 emergency beds that are either located in facilities in San Jose or receive funding from the City<sup>16</sup>. Additionally, there are 397 units of permanent housing for the homeless in San Jose, with hundreds more units in the planning or construction stages.

### PERMANENT HOUSING

Agency	Program	Units	Type
Alliance for Community Care	Scattered Sites	69	Single Men/Women (Mental Health)
Catholic Charities	Pensione Esperanza	109	Singles and families
Emergency Housing Consortium	Monterey Glen Inn	95	Single Men/Women
InnVision	Casa Camino	29	Singles and families
St. Joseph's Cathedral	St. Joseph Working Housing	4	Single Men
Santa Clara County	Shelter Plus Care	91	Families with children
<b>TOTAL UNITS</b>		<b>397</b>	

### TRANSITIONAL HOUSING

Agency	Program	Beds	Type
ARIS <sup>17</sup>	Transitional Housing	86	HIV/AIDS
Bill Wilson Center	Transitional Housing	13	Youth Parents with Children
	Transitional Housing	10	Youth – Ages 18-22
City Team Ministries	Heritage House	25	Single Women
	House of Grace	22	Single Women-Drug/Alcohol Recov.
	City Team Rehab	74	Single Men-Drug/Alcohol Recovery
Emergency Housing Consortium	Youth Transitional	12	Youth
	Gifford Street	29	Women with Children
	5 <sup>th</sup> Street	52	Single Men/Women
	Reception Center	50	Single Men/Women
Alliance for Community Care	Casa Feliz	60	Single/Men Women (Mental Health)
InnVision	Montgomery Street Inn	39	Single Men
	InnVision Villa	9	Single Women
	InnVision Villa	46	Women with Children
	Steven's House	8	Men and Women (Dual Diagnosed)
	HomeSafe	76	Women and Children
St. Joseph's Cathedral	The Worker House	20	Single Men
	St. Joseph's Worker House	20	Women with Children
YWCA	Villa Nueva	126	Women with Children
<b>TOTAL TRANSITIONAL BEDS</b>		<b>777</b>	

<sup>16</sup> City of San José's 2000-2005 Consolidated Plan

<sup>17</sup> These 86 beds were formally owned by ARIS. Although the beds are still in existence, the leases for the properties are under negotiation with other nonprofit organizations.



## EMERGENCY SHELTER

Agency	Program	Beds	Type
Asian Americans for Community Involvement	Emergency Shelter	12	Domestic Violence
Bill Wilson Center	Emergency Shelter	16	Youth
City Team Ministries	City Team Rescue Mission	56	Single Men
Clara Mateo Shelter	Emergency Shelter	10 <sup>18</sup>	Single Men and Women
Concern for the Poor	San José Family Shelter	143	Families with Children
Emergency Housing Consortium	Reception Center	150	Single Men/Women
	Reception Center	50	Families with Children
	Youth Outreach Program	10	Youth
InnVision	Commercial Street Inn	39	Women and Children
	Commercial Street Inn	16	Single Women
	Julian Street Inn	72	Single Men/Women (Mental Health)
	Community Inns	15	Single Men
	Montgomery Street Inn	46	Single Men
Next Door Solutions to Domestic Violence	Shelter Next Door	19	Domestic Violence
Salvation Army	Hospitality House	24	Single Men
<b>TOTAL EMERGENCY BEDS</b>		<b>678</b>	

Aside from financing the development of units, the City has a Homeless Division, which is responsible for coordinating the City's response to homelessness. Following are the major activities conducted by the Homeless Division:

### **Regional Collaboration**

The City's Homeless Coordinator actively participates on a number of regional boards and commissions charged with homeless issues. Staff in the Homeless Division also works daily with other public agencies, such as the Housing Authority of the County of Santa Clara and the new Santa Clara County Office of Affordable Housing, to coordinate efforts.

The Clara- Mateo Alliance is an example of this regional collaborative effort. In 1997, the Clara-Mateo Alliance, Inc. was created with support from the City of San Jose, the VA Palo Alto Health Care System, Santa Clara and San Mateo counties, the cities of Menlo Park, Mountain View, Palo Alto, and Redwood City, private foundations, corporations, individuals and many community service providers. The Alliance developed a 60-bed shelter for homeless individuals and couples, six units for homeless families with children, and twenty-seven transitional housing units.

### **Policy, Research And Grantsmanship**

The Homeless Division researches and analyzes new policies and legislation and creates new programs to reduce and prevent homelessness. The Stewart B. McKinney Homeless Assistance Act of 1987 has been the primary federal response for assisting homeless families and individuals. Although its range and reach is broad, the amount of money the City receives directly is not enough to fund all of the different homeless programs that are needed to eliminate homelessness. To this end, the City is proactive in seeking grants and other funding sources. In addition to

<sup>18</sup> Beds supported by the City of San Jose.



## City of San José

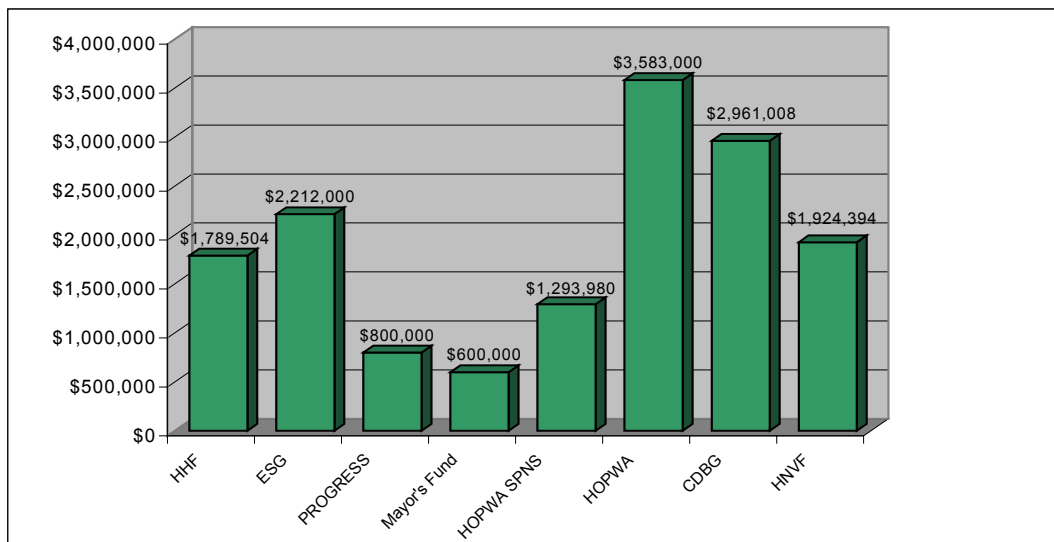
applying for grants to fund City activities, the Homeless Division assists other public and nonprofit agencies to apply for grants.

### Grant Management

The Department administers five grant programs that provide funding to shelter and service providers assisting the homeless. The five programs, listed here, are described later in this report: the Emergency Shelter Grant Program, the Housing Opportunities for People with AIDS Program, the Housing and Homeless Fund, Promoting Growth and Early Self-Sufficiency, and the Mayor's Homeless Families and Children's Initiative Fund. In addition, the City annually awards Community Development Block Grant funding to homeless shelter and service providers, and has recently awarded Healthy Neighborhood Venture Fund monies to homeless activities as well.

As shown in the graphic below, more than \$15 million in grant funding has been made available since 1999 for homeless activities. This does not account for the over \$32 million that has been awarded for the development of special needs and transitional housing since 1999, or the hundreds of millions of dollars spent to construct new, permanent affordable housing.

**GRANT FUNDS AVAILABLE FY 1999-03**



HHF – Housing & Homeless Fund; ESG – Emergency Shelter Grant; PROGRESS – Promoting Growth and Early Self-Sufficiency; HOPWA SPNS – Housing Opportunities for People With AIDs Special Projects of National Significance; HOPWA- Housing Opportunities for People With AIDs; CDBG – Community Development Block Grant; HNVF – Healthy Neighborhood Venture Fund

### Direct Services

For the past seven years, the Housing Department has performed an array of services to assist individuals and families faced with homelessness. Direct services include information and referrals to emergency, transitional, and permanent housing options; coordination of rental assistance and mortgage payments; and linkages to other services such as health care, job opportunities, and transportation. In addition, the Division assists in emergency situations where residents have been displaced from their housing. Since December 2002, this activity has been contracted on a pilot basis to a nonprofit agency (see recommendation, page 23).



## City of San José

### **Services Provided to the Homeless by Other City of San José Departments**

In addition to the work the Department of Housing undertakes to assist San José's homeless, other departments and agencies throughout the City provide funding and services for the homeless.

<b>CITY DEPARTMENT</b>	<b>SERVICES PROVIDED</b>
Department of Parks, Recreation & Neighborhood Services (PRNS)	<ul style="list-style-type: none"> <li>Grants monies to emergency shelter providers located in the City of San José through a variety of grant programs, including the Community Development Block Grant Program and the Healthy Neighborhood Venture Fund.</li> </ul>
Fire	<ul style="list-style-type: none"> <li>Provides emergency medical services to the homeless on a daily basis.</li> </ul>
Police	<ul style="list-style-type: none"> <li>Regularly conducts homeless encampment clean-ups. Informs the homeless that they are trespassing and must relocate. Provides the homeless with emergency shelter referral information. On the day of the clean up, a Housing Department representative accompanies Police officers to assist with relocation of the homeless and referrals to services, if needed.</li> <li>Provides resource cards and resource brochures that list phone numbers and addresses of food, emergency shelter, and counseling service providers throughout the City.</li> <li>Provides transportation to various outreach services when time and opportunity permit. Homeless youth are taken to the Children's Shelter. In emergencies, police officers have the means to provide vouchers for bus transportation and/or emergency shelter (motel/hotel).</li> </ul>
Office of Economic Development (OED)	<ul style="list-style-type: none"> <li>Provides job training, resources, and placement opportunities for adults and youth through the Workforce Investment Act (WIA).</li> </ul>
Redevelopment Agency (RDA)	<ul style="list-style-type: none"> <li>Provides funding, over and above the legally mandated 20% Fund, for homeless activities. Recent examples include budgeted amounts of \$85,000 in 2000-01 and \$114,164 in 2001-02 for technology training for the homeless at the Emergency Housing Consortium's Reception Center. And, \$400,000 was budgeted in 1998-1999 to fund a pilot program to help homeless families and individuals become self-sufficient. The program, now known as PROGRESS, has since been expanded through funding from the City Council.</li> </ul>

### **Services Provided by the Office of Homeless Concern through the County of Santa Clara and other nonprofit organizations**

<b>County &amp; Others Services</b>	<b>Services Provided</b>
Shelter Plus Care	Shelter Plus Care is a program for disabled homeless individuals and families that provides supportive services and rent subsidies.
Job Access-Guaranteed Ride Program	Created by the County and the Valley Transportation Authority (VTA) in 1999, this program provides guaranteed rides for eligible CalWorks participants and is funded through a grant from the Transportation Equity Act for the 21 <sup>st</sup> Century (TEA-21).
Homeless Bus Pass Program	A partnership between VTA, the County and various agencies and shelters whose mission is to serve the homeless. The



County & Others Services	Services Provided
	program goal is to improve accessibility for the homeless to public transit in their pursuit of jobs, housing, medical services, and other services from both public and private nonprofit agencies in Santa Clara County. The Homeless Bus Pass Program provides approximately 10,000 passes a year at a reduced cost (\$5 for a monthly pass) to eligible shelter residents.
Homeless Information System (HMIS)	The Homeless Management Information System (HMIS) is a city- and county-wide collaborative system that will increase the effectiveness and efficiency of homeless service providers who will participate in this unique venture and will use this system as their primary client data collection and management tool. HMIS will streamline client services and collect uniform data over time, while allowing policy makers and funders an accurate count of those receiving services, the services they access, and the service combinations that work best to alleviate homelessness.
Emergency Assistance Network (EAN)	EAN's Rental Mortgage Assistance Program helps low- and very low-income people with rental deposits, utility bills, costs associated with motel stays, food, transportation, and rent.
Housing Trust Fund of Santa Clara County	Community, business and government leaders have joined together in a public/private partnership to build and sustain a revolving loan fund and grant program that leverages other housing funds in an effort to address the gap between new job creation and affordable, available housing in Santa Clara County. The Trust targets its funding equally to three areas: first-time homebuyers, rental housing construction, and assistance to the homeless. More than \$20 million has been raised to date.



## HOMELESS POLICIES AND PROGRAMS

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*"Fundamental to the American Dream is somewhere to call home—a safe and welcoming anchor place where life is loved, families are raised, memories are garnered."*

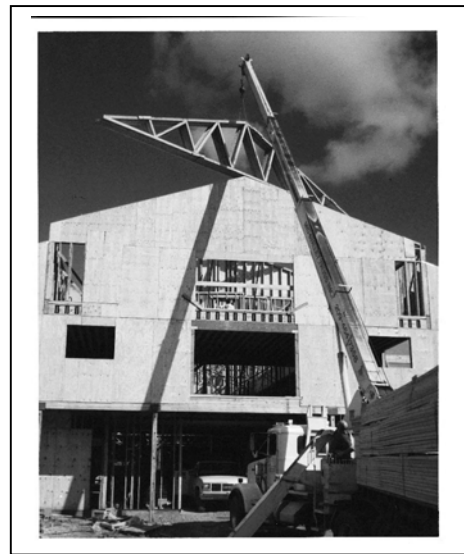
*-Meeting Our Nation's Challenges, 2002  
A Report of the Bipartisan Millennial Housing Commission*

### CITY HOMELESS POLICIES

#### Shelter Siting Policy

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**EXISTING POLICY:** In 1995, the City Council adopted the *Emergency Homeless Shelter Criteria*, which are designed to govern the location, size and performance of any future emergency shelter proposed in the City of San José. The shelter size criteria identify the maximum size for year-round shelters and for expansion during cold weather periods. The performance criteria specify, among other things, that shelter providers must establish shelter management plans in conjunction with the required conditional use permit. One purpose of the criteria is to achieve a fairer distribution of homeless facilities within the City. The policy states that it is preferable to locate emergency shelters on lands with a General Plan designation of Commercial, Combined Industrial/Commercial, Heavy Industrial or Light Industrial. Additionally, it provides that the separation between emergency shelters should be adequate to avoid undue concentration of shelters in any particular area. (See Attachment B describing this policy in more detail.)



**PERFORMANCE TO DATE:** Recent efforts have focused on the need to provide permanent housing for homeless individuals and families. As a result, since the Shelter Siting Policy was approved by the City Council, no new homeless shelters have been proposed in San José.

#### Shelter Operating Standards

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**EXISTING STANDARDS:** In 1989, the City established criteria for shelters operating within San Jose. These include requirements for operation by a nonprofit corporation, compliance with all applicable local codes, procedures for reserving beds, operating standards for serving and providing shelter to families and single clientele, policies on illegal substances and weapons, rules regarding personal conduct and behavior, and provision of services.

In 2003, the Santa Clara County Collaborative on Affordable Housing and Homeless Issues developed the







## City of San José

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*Santa Clara County Quality Assurance Standards for Homeless Housing and Service Programs.* The model on which these standards are based comes from the Greater Bay Area Regional Steering Committee on Housing and Homelessness' Quality Assurance Standards Working Group. These standards address: shelter management, procedures to protect resident rights, services, health & safety, building & furnishings and inter-organizational collaboration. The Department plans to bring these standards to the City Council later this summer for approval.

**PERFORMANCE TO DATE:** Shelters are now implementing within these operating standards.

### Temporary Shelter in Church Zoning Ordinance

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**EXISTING STANDARDS:** In the Municipal Zoning Ordinance, a church may provide temporary shelter to the homeless if it has obtained the appropriate permit from the City. In accordance with City requirements, churches/religious assemblies may shelter up to 15 homeless men for a maximum of 35 days during each calendar year.

The residents are screened through the Montgomery Street Inn and then transferred over to a faith-based program. The men work closely with the Community Inns program supervisor and a case manager to secure and maintain employment. They receive 90 days free housing, meals and support in the program. Each resident is given a pass to the YMCA to shower and work out.



**PERFORMANCE TO DATE:** Within the City of San Jose, there are various churches involved in sheltering the homeless, especially during the cold winter months. Twelve San José area faith-based organizations, rotating monthly, host up to 15 highly employable men who are currently clean and sober and are not on probation or parole.

### Single-Room Occupancy Policy

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**EXISTING POLICY:** Single-room occupancy (SRO) developments are an important and necessary component of the affordable housing stock. The City assesses three criteria when considering an SRO project for funding. The criteria include:

- ❖ *Location* - SROs are permitted in certain Commercial and Residential Zones throughout the City, but only through the Conditional Use Permit review process; parking reductions are granted in certain conditions. All SRO developments must be located within 1,200 feet of public transportation.
- ❖ *Management* - Every SRO development must have an approved management plan with 24-hour on-site management.
- ❖ *Amenities* - Every SRO development should have laundry facilities, a community kitchen, public meeting areas on site, as well as other in-unit amenities. Development should be





## City of San José

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located within 2,000 feet of neighborhood retail services, or within 1,200 of public transportation with direct access to such services.

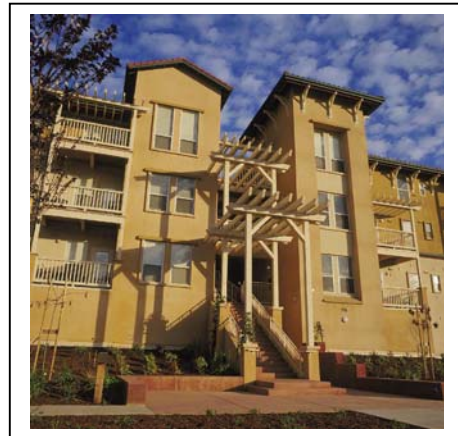
Consistent with the Dispersion Policy, SROs are planned and dispersed equally throughout San José. Although new SROs are allowed in the Downtown Frame Area, they are discouraged in the Core.

**PERFORMANCE TO DATE:** The City assisted in the development of 548 units in SRO projects, 60% of which are affordable to extremely low-income persons (the majority of the remaining 40% are affordable to very low-income persons). All of these projects are located outside of the Downtown Core.

### Extremely Low-Income Housing Initiative

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**EXISTING PROGRAM:** For Fiscal Years 01-02 and 02-03, the Council adopted a policy called the Extremely Low-Income Initiative, which required that, within the 60% income allocation target for lower-income households, an even 30-30% split funds be targeted to extremely low- and very low-income households. The City addresses the unmet housing needs of extremely low-income families by earmarking funds for the development of housing units affordable to families earning less than 30% of the County median income, and by utilizing Redevelopment Agency Supplemental Funding for this purpose.



**PERFORMANCE TO DATE:** The percentage of units completed each year has increased from just 7% in FY 2001-2002 to an expected 27% in FY 2003-2004. In addition, of funds reserved during FY 2002-2003, 32% was committed to ELI housing. Since 1999, the City Council has committed \$87.7 million for the construction of 741 units affordable to extremely low-income households. These funds have leveraged an estimated \$100 million in funding from private and other public sources.

### Acquisition/Rehabilitation Policies

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**EXISTING POLICY:** The City encourages the acquisition and rehabilitation of existing apartment units, not only because it helps improve dilapidated housing, but also because it results in the addition of affordable units to the housing stock. For the City to consider financing an acquisition/rehabilitation project, adopted Council policy requires that one of the following criteria is met: (1) the project will have a significant revitalizing effect on a neighborhood (elimination of blight, etc.); (2) the project involves an expiring Section 8 contract or other preservation issue where City financing will keep the project affordable; or (3) when it is financially advantageous for the City (for example, if the per-unit subsidy is very low).



**PERFORMANCE TO DATE:** The City has assisted in the acquisition/rehabilitation of 2,815 units and 250 shelter beds, not including the acquisition of projects at-risk of conversion to market rate, since 1995.





### Ten Percent Set-Aside in City-Financed Developments for Section 8 Recipients

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**EXISTING POLICY:** In 1998, to help increase the availability of affordable housing for Section 8 certificate and voucher holders throughout the City, the City Council approved a policy that requires City-financed affordable rental developments to make 10% of their units available to tenants with Section 8 vouchers. This policy is also helpful in cases where project-based Section 8 developments have completed transition to market rate. This allows displaced tenants who have received Section 8 vouchers to obtain housing in the private market.

### Housing Preservation

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**EXISTING POLICY:** In June of 1998, the City Council established a policy to preserve as many at-risk units as possible. Specifically, the Council adopted a series of actions to address the issue of owners with expiring project-based Section 8 contracts wishing to opt out of the program, as well as owners with federally insured mortgages that wish to prepay. In some cases, the federal government renews projects on a year-by-year basis. However, many other projects require other assistance to maintain them as affordable, either through purchase by a nonprofit, or through other subsidies. Currently, there are 900 at-risk units with contracts set to expire within the next five years.



**PERFORMANCE TO DATE:** Since 1998, 1,152 units in at-risk developments have been preserved, of which 96% are affordable to low- and very low-income households. The vast majority of funding for these projects came from outside sources; in one instance – El Rancho Verde – 700 units were preserved at a total cost of \$5.5 million to the City (about \$7,900 per unit). Outside funding of more than \$116 million for this development was leveraged by the City's funds.

### Relocation Ordinance and Moving Expense Policy

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**EXISTING ORDINANCE:** In 1993 and 1998, the City Council adopted ordinances that determine owner relocation obligations when tenants are displaced by code enforcement actions, or city or court order. Depending on the relocation of the tenants (emergency, temporary, long-term or permanent) the landlord's obligations may include:

- ❖ Providing alternative safe and legal temporary housing for the tenants at no additional rent or cost to the tenants for up to three months depending on the length of displacement.
- ❖ Providing appropriate furnishings if the alternative housing is not furnished.
- ❖ Any additional necessary employment and education transportation costs to the tenants arising as a result of displacement.
- ❖ Reasonable security for all of the tenants' furnishings and other personal property remaining in the unit for up to three months depending on the length of displacement.





## CITY HOMELESS PROGRAMS

### Direct Homeless Services Program

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**EXISTING PROGRAM:** Over the years, Housing Department staff have offered an array of services to assist individuals and families. Direct services have included information and referrals to emergency, transitional, and permanent housing options; coordination of rental assistance and mortgage payments; and linkages to other services such as health care, job opportunities, and transportation. In addition, the Division assists in emergency situations where residents have been displaced from their housing. The 2002 Santana Row fire is an example of this assistance; twenty-nine displaced families were assisted with move-in and first month's rent costs after the fire damaged their homes. Since December of 2002, the Department has contracted with a nonprofit agency to provide this direct service.



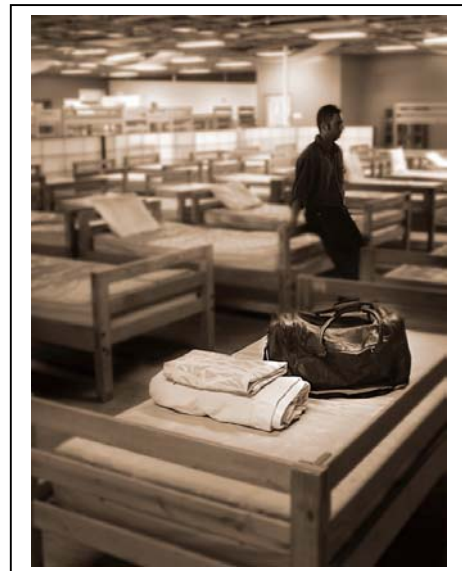
**PERFORMANCE TO DATE:** During 2001-2002, staff assisted over 14,000 individuals and families. Of that amount, slightly over 7,000 were unduplicated cases. The 51% return rate for homeless individuals and families demonstrates an increased need for comprehensive services.

**RECOMMENDED PROGRAM CHANGE:** The Department recommends that the City's direct services be contracted to a nonprofit agency through a Request for Proposal process. Nonprofit agencies currently provide these services; this action will eliminate the duplication of services and will allow for the centralization of services now provided to the homeless at multiple locations. Additionally, delegating this activity will be more cost effective, eliminating some staffing costs and overhead charges. Another positive result will be that the Department will be able to focus more on bringing resources to area shelter and service providers, and will have staff freed up to undertake the many activities included in this Homeless Strategy. The Department will establish clear performance standards and guidelines, and closely monitor the contract to ensure compliance with City standards.

### Emergency Shelter Grant Program

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**EXISTING PROGRAM:** The Emergency Shelter Grants (ESG) program was established by the Housing Homeless Act of 1986 and is funded by the U.S. Department of Housing and Urban Development (HUD). Funding is subject to annual appropriations by Congress. The City of San Jose, as an entitlement jurisdiction for these funds, receives an annual fund allocation from HUD. Shelters and service providers use ESG funds for five main categories of eligible activities: renovation, major rehabilitation, or conversion of buildings for use as shelters, day centers, and drop-in centers; essential supportive services; operating costs; homeless prevention; and administration.





## City of San José

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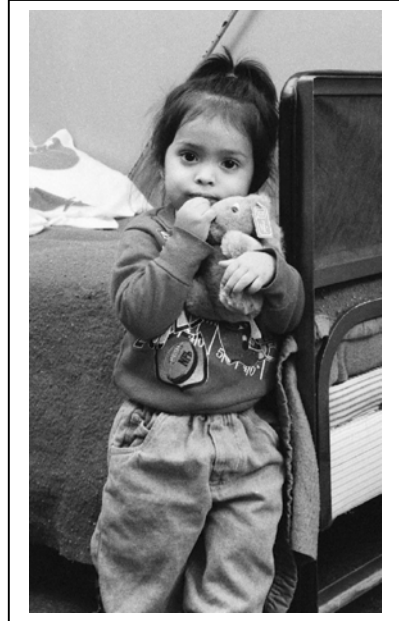
**PERFORMANCE TO DATE:** The City's Emergency Shelter Grant Program has provided over \$2 million in grants since 1999 for more than 100 different programs. During FY 01-02, ESG funds awarded to thirteen agencies assisted over 54,500 homeless people.

### Housing and Homeless Fund

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**EXISTING PROGRAM:** In February 1993, the City Council approved the allocation of funds to establish a Housing and Homeless Fund (HHF). Projects applying for Housing and Homeless Funds must demonstrate that the grants will be used to improve, increase, or preserve the affordable housing stock, improve the living conditions for very low- and low-income households, or sustain homeless prevention and emergency or transitional shelter programs. Funding is available for one-time expenses, such as for equipment and repairs to shelter facilities. Except in limited circumstances, HHF funds may not be used to cover personnel expenses. Applications for funding are reviewed by a committee; the Director of Housing makes the final funding determinations.

**PERFORMANCE TO DATE:** Over \$5.8 million has been made available to nonprofit organizations through the City's Housing and Homeless Fund since its creation in 1993. With an initial budget of \$1.9 million, approximately \$3.9 million has been added to the fund. To date, more than 100 projects have been funded.



**RECOMMENDED PROGRAM CHANGE:** The Department recommends that the Housing and Homeless Fund be renamed as a Housing Trust Fund, which will increase the City's opportunities for accessing new funding for homeless activities, including Proposition 46 monies (the \$2 billion ballot initiative recently approved by the State's voters). Similar to the current structure of the Housing and Homeless Fund, the new Trust Fund is proposed to be administered by the Housing Department, with recommendations for the award of funding made by an advisory board. The Department will bring a formal program plan forward to the City Council this summer.

### Housing Opportunities for People with AIDS (HOPWA)

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**EXISTING PROGRAM:** The U.S. Department of Housing and Urban Development (HUD) created the HOPWA Program to address the specific needs of persons living with HIV/AIDS and their families. HOPWA makes grants to local communities, States, and nonprofit organizations to meet those needs.

The City is an entitlement jurisdiction and manages the HOPWA Program for all of Santa Clara County. The City annually awards HOPWA funding for a variety of housing assistance and related supportive services. HOPWA grantees are encouraged to develop community-wide strategies and form partnerships with area nonprofit organizations.



**PERFORMANCE TO DATE:** The City's HOPWA program has provided over \$3.5 million in grants since 1999. During FY 01-02, 431 individuals and 218 families were helped with housing assistance, 1,288 were assisted with supportive services, and 971 were assisted with information and referral services.





### Mayor's Homeless Families and Children Initiative

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**EXISTING PROGRAM:** In 2001, the Mayor's Homeless Families and Children's Initiative was created with an initial appropriation of \$300,000 to support creative and collaborative programs that address the needs of homeless families and children. An additional \$300,000 was made available for this program in the FY 2002-03 Budget.

This program is a special competitive funding opportunity for 501(c)(3) nonprofit organizations. Grant recipients must demonstrate the ability to administer the funding successfully, funded activities must take place within San Jose, and activities must be one-time.



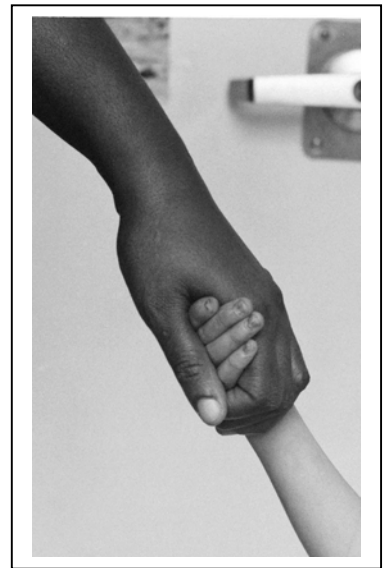
**PERFORMANCE TO DATE:** Twenty-three agencies have been funded over the course of the two funding rounds. Funds have been used for programs ranging from those that assist families to become self-sufficient through a variety of different programs including: hotel/motel assistance, rental assistance to prevent evictions, purchase of food for homeless and at-risk families, job training programs, and intensive after-care programs.

### Rental Rights & Referrals

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**EXISTING PROGRAM:** The Rental Rights and Referrals Program oversees two ordinances, the Rental Dispute and Mediation Ordinance for apartment units constructed prior to 1979 and the Mobile Home Rent Mediation Ordinance. The Program is committed to providing education and information to tenants and landlords, protecting their rights and improving relationships between the parties. Developing positive tenant/landlord relationships serves as a tool in preventing homelessness in San José.

**PERFORMANCE TO DATE:** Over the last year, the Rental Rights and Referrals Program experienced several significant changes increasing the rights of tenants faced with eviction. On October 28, 2002, the City Council approved an eviction protection proposal, which affects units covered by rent control and those that are not covered by rent control. The new law requires landlords to either offer a 60-day notice with an option to arbitrate or a "no cause" notice of 90 days or 120 days, depending on market conditions. Additionally, beginning on July 1, 2003, a new tenancy protection program will be implemented providing mediation services to tenants who receive notices to vacate who, because they live in rental units built after 1979, are not covered under the City's rent control program. The implementation of these new programs will provide options for tenants who are at-risk of homelessness.





### **Promoting Growth & Early Self-Sufficiency (PROGRESS)**

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**EXISTING PROGRAM:** In 1998, San Jose's Redevelopment Agency Board allocated \$400,000 for the two-year Community Homeless Alliance Program (CHAP) pilot to assist ten families and four individuals, for a total of 30 people. The homeless served were considered the "hardest-to-serve" homeless -- those with chronic drug and alcohol abuse and/or physical and mental illnesses -- all of whom were unable to succeed in the regular shelter system. The goal of the pilot program was to stabilize the individuals and families, and provide them decent and safe housing while they cleaned up bad credit and learned job skills.

Since that time, the program has expanded to include 55 participants. In June 2001, the San Jose City Council granted an additional \$400,000 to the Program. The program has changed its name to Promoting Growth & Early Self-Sufficiency (PROGRESS) to further emphasize the goal of the program.



**PERFORMANCE TO DATE:** Of the original participants, six families and four individuals who were homeless are no longer living in the streets. Of those families and individuals who succeeded:

- One family and two individuals graduated and left before the program ended, becoming totally self-sufficient and moving to permanent housing.
- Two families and one individual, who are working and have become self-sufficient, were given welfare-to-work vouchers and are now in permanent housing.
- Three families and one individual did not complete the program, but City Staff worked successfully with the families and the individual to get them into permanent housing.

In December of 2001, the new PROGRESS program began. Based on referrals from shelter and service providers, 13 families were selected to participate in the program. All families are now housed. In November 2002, the first family graduated from PROGRESS and is now living independently.

### **Community Development Block Grant Program**

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**EXISTING PROGRAM:** The Department of Parks, Recreation and Neighborhood Services administers Community Development Block Grant (CDBG) funds, which support a variety of homeless programs that provide assistance, such as shelter, food, clothing and employment services to homeless or those at-risk of homelessness. CDBG funds are categorized by homeless population services, emergency shelter programs, support services, prevention services, services for persons with disabilities, and senior services.

**PERFORMANCE TO DATE:**

Since FY 2002, CDBG has funded twenty homeless agencies in an amount totaling over \$1.8 million, resulting in assistance to over 33,000 people annually. The funded programs provide a variety services that include: rental assistance, job training, shelter expenses, services for battered women, and programs for runaway and homeless youth.



### New Construction Program

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**EXISTING PROGRAM:** The Department of Housing is a public-purpose lender that provides financing for new construction (land acquisition, construction, and permanent financing) of new affordable housing. Low-interest gap loans are provided to developers to build new affordable housing. While the focus is on providing funding for the development of affordable rental complexes for families, the Department also assists in the development of affordable senior rental housing, Single-Room Occupancy (SRO) units, transitional housing, and other special needs housing.

**PERFORMANCE TO DATE:** In FY 99-00, the City Council approved a Five-Year Housing Spending and Operations Plan, calling for the construction of 6,036 units of affordable housing by June 2004. Since the beginning of the five-year period, a total of 4,805 units of affordable housing have completed construction. Currently, 6,431 units are in various stages of the development process. Since FY 1999, the Department has spent \$432,745,561. The Council approved a new Five-Year Plan in the Fall of 2002, which committed to finance 6,000 new units, including 1,500 units for Extremely Low-Income Households. The Five-Year Plan included City financing of over \$750 million, including \$173 million in Supplemental Redevelopment Agency funding over and above the 20% setaside required by law.



### Rehabilitation and Preservation

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**EXISTING PROGRAM:** The Department of Housing offers a variety of rehabilitation and preservation programs, including acquisition/rehabilitation financing for large projects, and rehabilitation loans and grants for owner-occupied and small rental properties. A wide variety of loan and grant packages are available, from \$5,000 paint grants to loans of up to \$100,000 for substantial rehabilitation of single-family homes.



In June of 1998, the City Council established a policy to preserve as many at-risk units as possible. Specifically, the Council adopted a series of actions to address the issue of owners with expiring project-based Section 8 contracts wishing to opt out of the program, as well as owners with federally insured mortgages that wish to repay. In some cases the federal government renews projects on an annual basis. However, many other projects require other assistance to maintain them as affordable, either through the purchase by a nonprofit, or through other subsidies.

**PERFORMANCE TO DATE:** Since 1994, the Department's Rehabilitation program has completed the rehabilitation of nearly 2,000 dwelling units within the City of San José. During FY 03-04, it is anticipated that approximately 425 units will be rehabilitated through the various grant and loan programs. Since FY 1998 \$42,413,564 has been spent for Housing Rehabilitation.



As mentioned earlier, since 1995 another 2,815 units and 250 beds have been acquired and rehabilitated, and 1,152 units have been preserved. During the past five years, over \$11 million has been used to finance the acquisition and rehabilitation of large apartment buildings to ensure long-term affordability. The average subsidy for the units financed during this time period is just \$7,700 per unit.



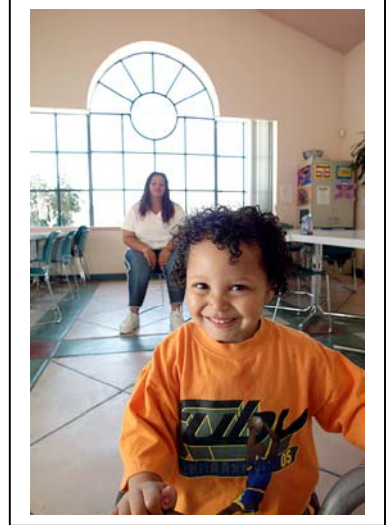


## COUNTYWIDE HOMELESS POLICIES AND PROGRAMS

### Family Self-Sufficiency

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**EXISTING PROGRAM:** Operated by the Santa Clara County Housing Authority, the Family Self-Sufficiency program (FSS) provides housing in conjunction with supportive services to participating families. The program requires participating families to enter into a contract that spells out the responsibilities of the family, including the conditions or causes of termination from the program. During the period of the contract (as long as five years and an extension up to two additional years for good causes), the head of the participating family must seek and maintain suitable employment. The Housing Authority provides support services, such as child care, remedial education, job training and preparation, substance abuse treatment and counseling, homemaking and parenting skills, training in money management and any other services necessary to assist families in satisfying the contract terms.



This five-year program mandates that families must be off all governmental assistance at the end of the five-year anniversary. This program allows for escrow accounts to be established in the name of the family. At the end of the five-year period, the family may choose to take the money that is in escrow and spend it on education, housing or transportation.

**PERFORMANCE TO DATE:** Since 1997, 57 families have become homeowners as a result of their participation in this program. Two of those families are recipients of the Section 8 homeownership program (see below).

### Section 8 Homeownership Program

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**EXISTING PROGRAM:** The Section 8 Homeownership Program provides eligible Section 8 Housing Choice Voucher participants with the option of purchasing a home with their assistance rather than renting. The Housing Authority of the County of Santa Clara offers the homeownership option only to participating families who are currently enrolled in the Family Self-Sufficiency Program (FSS) and are in good standing, families that are FSS graduates, or elderly or disabled families. Families must meet the general requirements for admission or continued participation in the



Section 8 Voucher Choice Program and must have been in the Section 8 Program for a minimum of a year. Participants must be first time homeowners except families with a disabled member.

Families add the value of their voucher to their overall income to qualify for a home loan. This amount, when combined with other financing, allows them to purchase a home. As the home appreciates, the loan can be refinanced and the Section 8 assistance discontinued.

**PERFORMANCE TO DATE:** To date, two families have purchased homes through the Section 8 homeownership program.





### Family Unification Program

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**EXISTING PROGRAM:** The Family Unification Program provides Section 8 rental assistance to families whose lack of adequate housing is a primary cause of the separation, or imminent separation, of a child or children from their families. The Housing Authority provides support services, similar to those provided under the Family Self-Sufficiency Program.

As with the Family Self-Sufficiency Program (FSS), this five-year program mandates that families must be off all governmental assistance at the end of their program and use the concept of escrow accounts to help the family make the transition to self-sufficiency.

**PERFORMANCE TO DATE:** Five families have become homeowners as a result of their participation in this program since 2000.



### Shelter Plus Care

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**EXISTING PROGRAM:** Shelter Plus Care (S+C) is a homeless service program that provides housing and supportive services on a long-term basis for homeless persons with disabilities, primarily those with serious mental illness, chronic problems with substance and drug abuse, and people who suffer from AIDS and other related diseases. S+C is a flexible program, and allows for various housing choices with a wide range of supportive services to respond to the needs of the most difficult to serve.

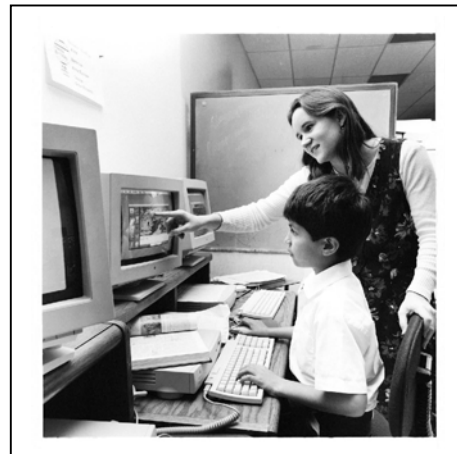
**PERFORMANCE TO DATE:** Since its inception in 1992, Shelter Plus Care has transformed 493 families into permanent housing.

### Temporary Assistance to Needy Families

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**EXISTING PROGRAM:** Temporary Assistance to Needy Families (TANF) is a block grant that provides money to states to assist needy very low-income families. Under TANF, adults must work after receiving cash benefits for 24 months. In California, the program is called California Work Opportunity and Responsibility to Kids (CalWORKs). Welfare-to-Work, a component of TANF provides tenant-based rental assistance to help eligible families make the transition from welfare-to-work.

**PERFORMANCE TO DATE:** Despite caseload declines, program costs continue to grow over time. The provision of supportive services, which have been augmented as part TANF, such as childcare, counseling, treatment, training and education, is substantially more expensive than merely providing cash welfare grants to individuals. Approximately 48% of those leaving CalWORKs leave because of increased earnings in the family. However, these jobs are often at minimum wage, not nearly enough to support a family, and rarely provide benefits such as health care and housing vouchers.





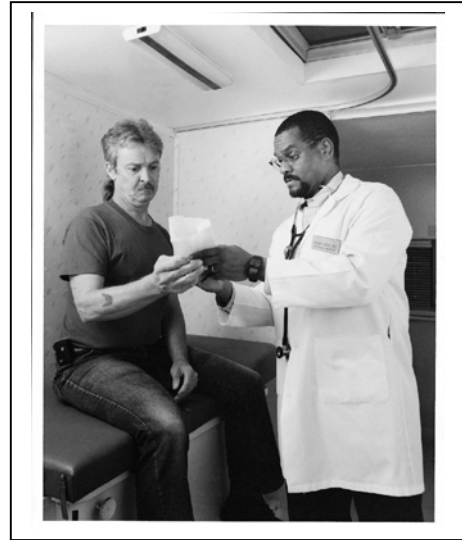
Over 16,000 families were contacted for the Welfare-to-Work housing vouchers. From the 16,000, 1,146 received housing vouchers. Of those 1,146, 1,138 are in permanent housing as of 2000.

### Help SCC and Housing SCC

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**EXISTING PROGRAM:** HelpSCC is a searchable database of health and human service providers in Santa Clara and Santa Cruz Counties. It resides on the World Wide Web site [www.HelpSCC.org](http://www.HelpSCC.org). The data is available to the user by such categories as type of service, geographic area, or name of agency. Health and Human Services is defined as widely as possible and eventually will include for-profit agencies.

HousingSCC is a searchable database of subsidized housing throughout Santa Clara County. It can be found on the World Wide Web at [www.HousingSCC.org](http://www.HousingSCC.org). The website gives people in Santa Clara County the information required to find subsidized housing that fits their unique needs. The website contains up-to-date and accurate information on over ten thousand units at 193 properties developed and managed by private and non-profit companies that receive public subsidies to offer affordable housing.



**PERFORMANCE TO DATE:** Since its 2000 inception, HelpSCC has had 87,546 visitors.

Since its June 2002 inception, HousingSCC has had 50,659 visitors, 6,888 of whom have searched for housing in San José. Of the 14,572 subsidized units listed, over half (8,751) are located within San José.



## GAPS IN THE SYSTEM

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Although the City of San José, in conjunction with its partners, strives to provide sufficient housing and services to meet the needs of those who find themselves homeless, there remain gaps in the service and shelter delivery system that require special attention and concentrated action.

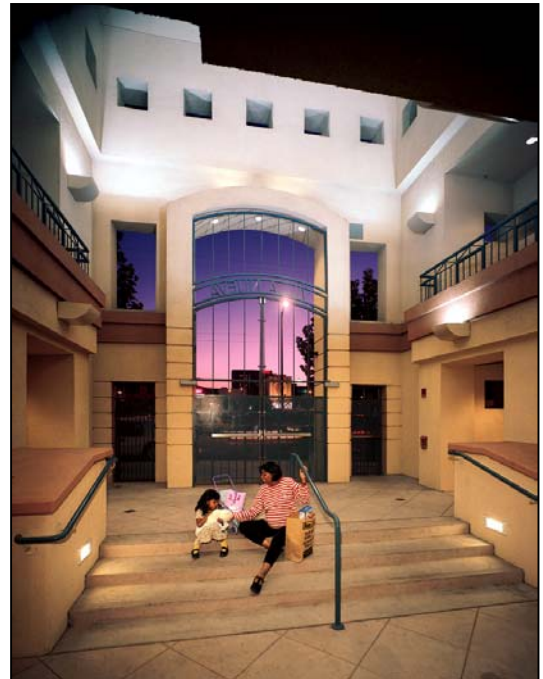
### Demand for Emergency Shelter

With approximately 1,600 people homeless in San José on any given night, the number of beds often falls short of the need and people are regularly turned away from shelters. The City's 13 emergency shelters continually run at or near capacity, with many maintaining waiting lists. During the winter months, this situation worsens as people living outdoors seek shelter from inclement weather. At that time, shelter providers turn to motels and hotels to house the overflow, using subsidies from the City and other government funding.

The key to meeting this demand is not to increase the number of shelter beds, but rather to increase the number of permanent housing units available to lower-income households. Several of the actions included in the following section seek to address this need. First, the City of San Jose continues to increase the number of affordable housing units through its aggressive housing production programs. Other actions include seeking to increase the number of Section 8 vouchers available and redirecting existing vouchers to assist the homeless. In addition to increasing the number of affordable permanent units, demand for emergency shelter beds can be reduced by effective prevention efforts that seek to stop homelessness before it happens. And, successful efforts to provide "wraparound" services to households once in permanent housing can ensure that they remain housed and do not cycle back to homelessness.

### Families with Children

Families with children are the fastest growing segment of the homeless population, yet the shelter system is not well equipped to meet their needs. One of the biggest challenges faced by families finding themselves homeless is that there are few emergency beds available where families can stay together. As a result, on top of the trauma of losing their homes, family members have to cope with being separated. Only the San Jose Family Shelter, with its 134 beds, and the Emergency Housing Consortium's Reception Center, with its 10 rooms, allow families to stay together. Several shelters set aside a small number of units for families. However, when these beds are taken, males and females are sent to separate shelters. Due to concerns about behavior, male children over the age of thirteen typically are not allowed to live in a family shelter with their parents and are instead referred to youth shelters. For couples expecting a child, the father must go to a shelter for men, and the mother must go to a shelter for women.





## City of San José

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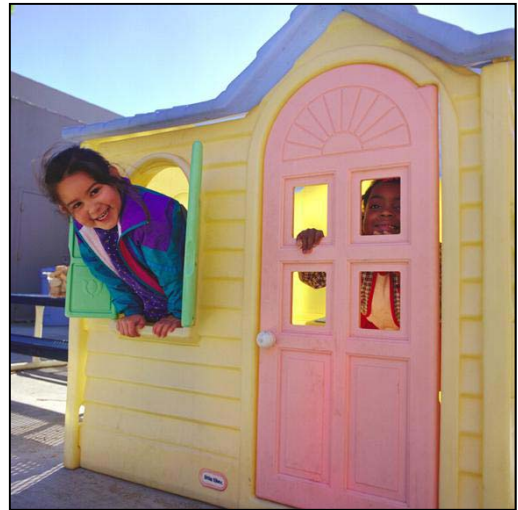
Homeless families face other challenges. In shelters, families have limited privacy. They are unable to perform the tasks of parenting that housed families take for granted (i.e., running to the store to pick up diapers at 10:30 at night). School age children are often pulled from their schools when they become homeless and move to a shelter environment; when in school they have difficulty finding a quiet place to complete their homework. Many shelters require residents to leave in the morning and return in the evening. Although there is a day shelter for women and their children, space is limited so many sit in the park or walk the streets during the day.

It is critical that families are able to move quickly from temporary shelter to a permanent housing setting where they can resume a normal life. Many of the actions included on the following pages seek to help families with children who are homeless or at risk of homelessness. Most notable is the action to pursue a Housing First Program in San Jose. Additionally, an emphasis on the prevention of homelessness will keep families from becoming homeless. Actions that help prevent homelessness include the development of a rental security deposit guarantee program and efforts to help families deal with credit problems that make securing housing a challenge.

### Youth

Homeless young people-- those under the age of 18—can be challenging to serve. Many have left troubled home environments, some have been thrown out of the house, while others have left of their own accord. In a 1995 study, more than half of the youth interviewed reported that their parents either asked them to leave or knew they were leaving and didn't care.<sup>19</sup> Due to their age, youth have few legal means for supporting themselves, often resorting to panhandling, stealing, drug dealing and prostitution in order to make money for food and shelter.

There are approximately 300 homeless youth on the streets of San José, according to outreach workers of agencies serving this population. Few homeless youth find refuge in homeless shelters due to the lack of shelter opportunities for unaccompanied children. There are only 51 emergency and transitional beds that are available to this population (another ten are available to youth ages 18-21). Only three agencies in San José specialize in providing services to homeless youth; most of these services are available during the day at drop-in centers. Youth who live on the street are at greater risk of contracting communicable diseases, and many suffer from depression, severe anxiety and low self-esteem.<sup>20</sup>



A growing concern is providing services for those youth that age out of foster care at the age of 18. Three in ten homeless adults were formerly in the foster care system.<sup>21</sup> This is not a surprising fact, as most 18 year olds are not capable of earning an income that covers all of the expenses associated with a household. This is particularly true for foster children, many of whom have had a difficult life and are ill-prepared to enter the adult world. Congress passed legislation in 1999 to partially address this concern. The John H. Chafee Foster Care Independence Program provided assistance to children leaving foster care. The Program is inadequately funded, however, and newly adult foster children often find themselves without a permanent home.

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<sup>19</sup> U.S. Department of Health and Human Services. *Youth and Runaway, Throwaway, and Homeless Experiences ...Prevalence of Drug Use and Other At-Risk Behaviors*. 1995.

<sup>20</sup> National Coalition for the Homeless, April 1999. NCH Fact Sheet #11.

<sup>21</sup> Casey Family Programs. National Center for Resource Family Support. July 2001.





Several actions included in the next section seek to address the needs of youth. These include efforts to seek opportunities to develop housing for youth,<sup>22</sup> coordinate with the County to ensure that there is a housing plan for people moving out of foster care and other institutionalized settings, and a proposal to work cooperatively with the County to develop a pilot project for foster youth that provides housing while they go to school or participate in job training programs.

### Chronically Homeless

The chronically homeless are those who confront health or substance abuse problems in addition to confronting housing and poverty concerns. By definition, the chronically homeless are those who experience a protracted period of homelessness, typically a year or longer, or those who have long and frequent stays in the homeless system. The chronically homeless have a multitude of problems. Many have a disability, whether it be serious health conditions, substance abuse, or mental illness. Many are disconnected from society and have few strong family connections, if any. Many have had experience with the homeless system, but have had little success in mainstreaming back into society.



The federal government estimates that ten percent of the nation's homeless are chronically homeless.<sup>23</sup> While only ten percent are considered chronically homeless, the U.S. Department of Health and Human Services estimates that this population consumes fully 50 percent of the shelter days available. Other studies identify the chronic homeless population as closer to 30 percent.<sup>24</sup>

Twelve percent of the San Jose residents interviewed for the 1999 survey of Santa Clara County's homeless population self-identified as having problems with mental illness, while 31% identified alcohol and drug abuse as a concern (note: these concerns may overlap). The survey showed a much higher number of chronically homeless people, using the definitions of transitionally, episodically and chronically homeless used by service providers. More than 50% of those surveyed indicated that they had been homeless for a year or longer. Of this group, 27% identified themselves as having been homeless for more than five years.

According to studies, to successfully move the chronically homeless from the streets to permanent housing, it is critical that a combination of services be provided to meet unique needs. "...without services that address the multi-problem nature of long term and repeated homelessness, multi-problem clients rarely progress out of the system."<sup>25</sup> This requires that service providers either

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<sup>22</sup> An example is the Emergency Housing Consortium/City Year Housing Development, which received substantial Redevelopment Agency and City assistance to construct a new living/service facility for young people in 2003.

<sup>23</sup> Ending Chronic Homelessness: Strategies for Action. A publication of the U.S. Department of Health and Human Services. March 2003.

<sup>24</sup> A summary Report on California's Programs to Address Homelessness. Prepared for Governor Grey Davis. March 2002.

<sup>25</sup> U.S. Department of Health and Human Services



become uniquely specialized, and that they work collaboratively to offer the menu of services and assistance each homeless individual requires.

With this in mind, a number of actions are proposed. One action is the development of the "Hardest Hundred" program, a partnership between the City and other organizations throughout the County. The "Hardest Hundred" effort seeks to provide outreach and other services to the chronically homeless (see description, page 12). Other actions include: investigating the feasibility of a central intake system where individual needs can be addressed, considering the implementation of a system of mandatory aftercare, the development of permanent housing with supportive services for special needs groups, and seeking more funding and Section 8 vouchers to ensure that affordable housing is available for those most in need.



## IMPLEMENTING ACTIONS

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The following actions are recommended to implement the City's vision for homeless services and prevention. The ability of the City to undertake all of these actions relies on two primary factors:

1. **PARTNERSHIPS**—the City works collaboratively with its partners to meet the needs of the homeless. These partners include homeless shelter and service providers as well as surrounding jurisdictions and regional localities. The City cannot address the varied problems of homelessness without these partners.
2. **FUNDING**—financial assistance from HUD and the State of California, as well as funding from other partners, is key to achieving the actions listed below. The availability of Redevelopment funding and HUD Section 8 assistance is vital if we are to provide housing for those now without homes. The availability of other funding from HUD to cover the costs associated with providing services to those transitioning from homelessness is also vital.

It is important to note that these actions will take place over a period of time, and will not all be undertaken at once. The Department will regularly evaluate the progress made and will report to the City Council on a quarterly basis. The true measure of success will be the reduction, and eventual elimination, of homelessness on the streets of San Jose.

### STRATEGY #1-- PREVENTION

1. **Issue:** Many lower-income families have difficulty maintaining an apartment because of poor life skills, lack of education, and other similar factors. Without the skills necessary to ensure that rents are paid on time and their home is well maintained, some of these families are particularly at risk of eviction and eventual homelessness.

**Action:** Currently, the Santa Clara County Housing Authority is the only agency providing training to lower-income renters at risk of eviction and homelessness to increase their knowledge of the following: personal finances, life skills, and landlord-tenant relations. Current funding levels for this training are insufficient to meet the demand. In an effort to increase the availability of this training, seek opportunities for grant funding.

2. **Issue:** In San Jose, there are 13 Emergency Assistance Network (EAN) agencies that administer programs intended to prevent homelessness by giving people the resources they need to keep them housed. Assistance includes: the provision of food and clothing; transportation; assistance in paying utilities; rental assistance and job referrals. However inadequate funding and competition for limited resources often results in homeless prevention programs being relegated to the bottom of the list, as priorities are to get people on the street into emergency shelters.

**Action:** Identify new funding sources for existing programs that focus on homeless prevention. Programs that offer rental and mortgage assistance, life skills training, and job training should be given priority funding.

**Action:** Continue to work with the Collaborative on the development of the new Rental Assistance Program (RAP). RAP will consist of a network of agencies that will work together to provide rental and mortgage assistance to those in need. A universal referral form is





being developed by the RAP agencies in an effort to make the referral process more effective and efficient for those needing rental assistance.

3. **Issue: Many lower-income families have difficulty amassing enough funds to cover first and last month's rent and the security deposit needed to rent an apartment. Inadequate funds represent a substantial barrier to finding and securing housing for lower-income families.**

**Action:** Develop a pilot rental security deposit guarantee program using \$500,000 in Rental Rehabilitation Program funds to assist lower-income families and at-risk families to move into and stay in permanent housing. This program would financially guarantee voluntary agreements between residential rental property owners and prospective tenants, thereby eliminating the need for a family to try to raise a large sum of money immediately prior to moving into a new home.

4. **Issue: Some people become homeless because they are discharged from institutional settings, such as mental health or correctional facilities, without a plan for where they will live.**

**Action:** Work with the County of Santa Clara to improve coordination between those discharging agencies and mainstream shelter and service providers regarding the discharge process. Agencies should identify options for those being discharged so there is an action plan already outlined before they leave (i.e., rooms for rent, move in with family). No one should be discharged without a housing plan in place.

**Action:** Work with the new County Office of Affordable Housing to develop a pilot project for youth transitioning out of foster care. Consider other models that have been successful, including small group living facilities tied to employment and education programs.

5. **Issue: Domestic violence continues to contribute to homelessness. According to the 1999 Santa Clara County Homeless Survey, 22.6% homeless women found themselves homeless as a direct result of domestic violence.**

**Action:** Continue to actively participate in the City of San José's Family/Domestic Violence Prevention Advisory Board. This Advisory Board strives to improve the awareness and education of the community on family violence issues. Also, continue to collaborate with agencies throughout the County that work to reduce and prevent incidence of violence in families and in the community.

**Action:** In conjunction with the Advisory Board, sponsor a public hearing on eradicating the root causes of domestic violence.

6. **Issue: There is a risk that older, federally assisted housing developments in San Jose may choose to convert to market rate or that they may prepay their mortgages, causing displacement of lower-income households. Many of these units are occupied by extremely low-income families, which are at a very high risk of homelessness. In San José, there are about 900 units that could convert to market rate over the next five years.**

**Action:** Continue the City's ongoing efforts to address the preservation of assisted units at risk of conversion to market rate. By providing financing to enable the purchase of these units, it is possible to ensure the affordability of these units for an extended period of time.

7. **Issue: Some residents of a community are wary of renting a unit to someone who has been homeless because of the negative connotations or stereotypes associated with being**



**homeless. Many times, there is a lack of understanding of the causes of homelessness and the services available to homeless people and their families to get them back on their feet.**

**Action:** Develop a campaign to educate San José residents on the causes of homelessness, and to dispel the stereotypes and myths of who the homeless are. Involve the community in this campaign.

8. **Issue:** Apartment owners often require credit checks when a potential tenant makes an application. Frequently, landlords are reluctant to rent to someone with a poor credit history. This is especially true when a housing market tightens. This problem represents a substantial barrier to some lower-income and formerly homeless tenants obtaining permanent housing on the open market.

**Action:** Investigate the possibility of legislation that would speed the process of removing bad credit ratings regarding rental history from an individual's credit report.

**Action:** Develop an educational program through partnerships with community-based organizations to counsel formerly homeless and at-risk people on ways to address credit problems.

## STRATEGY #2—RAPID REHOUSING

1. **Issue:** The lack of affordable housing contributes to people becoming homeless. As housing prices escalate in San José, so do the needs of lower-income households. The primary housing need in San José is experienced by extremely low-income (ELI), very low-income (VLI), and low-income (LI) renter households.

**Action:** In FY 99-00, the City Council approved a Five-Year Housing Spending and Operations Plan, calling for the construction of 6,036 units of affordable housing by June 2004. Since the beginning of the five-year period, a total of 4,805 units of affordable housing have completed construction. Currently, 6,431 units are in various stages of the development process. The Council approved a new Five-Year Plan in the fall of 2002, which continued this high level of production through FY 2006-07.

**Action:** Working in conjunction with the Housing Authority of the County of Santa Clara, the Department of Housing will develop a Pilot Homeless Project based on the Housing First methodology, with the goal of assisting 100 homeless families with Housing Authority approved Section 8 housing choice vouchers. Grant funds for supportive services will be sought to complement the housing assistance.

**Action:** Continue to apply for new housing vouchers outside of the Housing Authority's regular allocations.

**Action:** Work with the Housing Authority to free up existing vouchers, when possible, to help homeless families move off the streets and into permanent housing.

**Action:** The City has been working with the San José Family Shelter on a unique development designed to give homeless families with children the needed tools to become self-sufficient. The goal of the proposed Las Plumas Center is to provide emergency shelter, permanent housing with supportive services, and a job training facility and programs in one location.



**Action:** Assist in the development of permanent housing with supportive services for people coming out of domestic violence situations.

**Action:** Seek opportunities to assist in the development of projects that target the gaps in the system, including housing that is designed to keep families intact, housing for youth, and housing for special needs populations.

**Action:** Investigate improvements that can be made to match the homeless to available housing opportunities, including those transitioning from institutionalized settings.

### STRATEGY #3—WRAPAROUND SERVICES

1. **Issue:** Over the past few years, the City's involvement in direct services has increased and the staff grew from one to five. Nonprofit service providers have the capacity to provide this service. The City's efforts are better served in working to bring more resources to the City to support homeless service and shelter providers, and to work on a proactive basis to support and develop policies that seek to reduce homelessness in our community.

**Action:** Transition the provision of direct services to homeless individuals and families from the City to a nonprofit entity.

2. **Issue:** Frequently, homeless individuals and families are unaware of the resources available to them or how to go about getting those resources. It may require several phone calls for a homeless person to find shelter for a night. Smaller homeless agencies are also sometimes unaware of the efforts and programs carried out by other agencies.

**Action:** Investigate establishing a central location where information on all homeless agencies, organizations, and groups can be made available. A centralized location would assist in avoiding the duplication of services and would serve to inform the homeless, community groups, residents and other agencies of all of the different programs and services available to the homeless and those at-risk of homelessness. In completing this study, evaluate how other cities have used this model to better serve the homeless population.

**Action:** Continue to distribute brochures that contain information regarding the different housing and homeless, rental assistance, domestic violence, mental health, veterans and legal resources available to the homeless and those at risk of homelessness throughout the County.

**Action:** Work with the Workforce Investment Board and other employment agencies to determine ways to link the homeless to jobs.

3. **Issue:** People who are both homeless and mentally ill are often not effectively served by the existing mental health and homeless service systems, which tend to treat homelessness and mental illness as two separate issues.

**Action:** Continue to collaborate regionally in the "Hardest Hundred" effort, a multi-disciplinary mobile outreach program to provide intensive support necessary for clients to successfully navigate through the social service system and obtain mental health services, substance abuse treatment, access to stable housing, and other services necessary to facilitate long-term stability. The Department of Housing will apply for funding from the Substance Abuse and Mental Health Administration (SAMHSA) to further fund the City's



Hardest Hundred efforts. The City will also work with its federal lobbyist to try and obtain resources from other federal departments.

4. **Issue:** Supportive services, such as counseling, health care, and childcare are an essential component to keeping people in housing. People that graduate out of homelessness into permanent housing sometimes experience difficulty maintaining that housing because the supportive services they relied on in the shelter are no longer available in permanent housing.

**Action:** Investigate implementing a system of providing mandatory after-care for families and individuals moving from shelter to permanent housing to ensure success in maintaining housing. Seek opportunities for grant funding to finance this effort, including applying for funding through Proposition 46.

### STRATEGY #4—PROACTIVE EFFORTS

1. **Issue:** The City needs to understand the needs of the homeless in order to effectively respond. Although it is important to know the number of homeless individuals and families in San Jose in order to determine the amount and type of services to be provided, it is also important to have a homeless management information system that can assess how long people are homeless, their needs, the reasons they became homeless, and the services they access and the success of these services.

**Action:** Immediately reassess the current number of homeless people living in San José by commissioning a survey. The City will seek to conduct this survey as a collaborative effort with our partners in Santa Clara County, as we have done in the past.

**Action:** Review current data systems to determine effectiveness in collecting appropriate data needed to tailor programs to the needs of the area's homeless.

2. **Issue:** Homelessness is not only a concern in San José - it is a regional concern. The City needs to continue to collaborate with other agencies in order to find regional solutions to end homeless in our Silicon Valley. The City of San Jose has been involved in cross agency, cross-jurisdictional and cross regional approaches to ending homelessness.

**Action:** Continue to collaborate with federal, State and county agencies, including the Santa Clara County Collaborative on Affordable Housing and Homeless Issues (The Collaborative).

**Action:** Examine the current delivery of services to determine if the system is meeting the needs of the homeless, identify gaps in service delivery that need to be filled, and build new partnerships between existing shelter and service providers to address these concerns.

**Action:** Ensure that all agencies involved with the goal of ending homeless are aware of different websites and informational materials available to them.

3. **Issue:** In order to continue ongoing programs and services, and to create new homeless programs and services, new sources of funding will need to be identified. Restrictions on 20% housing funds have required the City of San José to look for new and innovative ways to address homeless needs.



**Action:** Research and identify new ongoing funding streams for homeless programs and activities.

**Action:** Apply for Proposition 46 funding. The Housing and Emergency Shelter Trust Fund Act of 2002 has numerous funding opportunities for both low-income and homeless people.

**Action:** Continue to search and apply for private and public grants that fund homeless programs.

4. **Issue:** Under current formula allocations for federal programs, urban, high-cost cities like San José are at a disadvantage for federal funding due to current allocation and program criteria requirements which are based on, in part, age of housing stock and percentage of residents below national poverty rates. Additionally, at the State level, housing programs often target lower cost areas by using Statewide median income, price limits, subsidy restrictions and other factors that make them difficult to use in San Jose. In order for San José to benefit from significant funding allocations, program criteria needs to be amended to give urban high-cost areas equal access to funding.

**Action:** At the federal level, work to revise federal formula allocations for entitlement programs to recognize the housing needs of newer, high-cost cities like San Jose.

**Action:** At the State level, in order for San José to benefit from significant funding allocations, such as Proposition 46, program criteria needs to be amended to give urban high-cost areas equal access to funding.

5. **Issue:** The City has an ongoing need to advocate at both the State and federal levels to address a broad range of housing concerns, from the development of affordable housing, to land use review, to homeless services and prevention.

**Action:** Support the Recommendations included in the Millennial Housing Commission's 2002 Report, which seek to eliminate chronic homelessness over a 10-year period by creating additional units of permanent supportive housing and transferring renewal funding for these units to HUD's Housing Certificate Fund.

**Action:** Support efforts to provide more funding for the preservation of expiring federally-funded affordable housing projects, as well as those projects eligible to prepay mortgages.

**Action:** Advocate for full funding of federal housing and homeless programs.

**Action:** Advocate for proposals seeking to block grant McKinney homeless programs to State and local jurisdictions.

**Action:** Support federal legislation for housing production and preservation in the form of a National Housing Trust Fund. The National Housing Trust Fund seeks to build and preserve 1.5 million units of rental housing for the lowest income families over the next 10 years.

**Action:** Support changes to the Housing and Emergency Shelter Trust Act of 2002 that would make high-cost urban areas more competitive in the application process.

**Action:** Strongly support protection of the 20% Redevelopment Fund. Oppose efforts to take away redevelopment funding that is critical to San Jose's residents, including those who find themselves homeless or at risk of homelessness.



**Action:** Support efforts to respond to unfair lending practices that can result in the displacement and ultimate homelessness of vulnerable lower-income households.

**Action:** Analyze and take positions on federal and State legislation and regulations that impact San Jose's ability to assist the homeless and those at risk of homelessness.





## Glossary of Terms

**At-Risk of Homelessness** - Generally defined as any household that pays more than 30% of its income on housing costs. Not all households paying more than 30% are necessarily at-risk, since other factors – such as overall income level, absence or presence of adequate health care, and absence or presence of a social support structure – play an important role in determining who is more likely to become homeless.

**Chronically Homeless** – Those with a protracted homeless experience, often a year or longer, or whose spells in homeless assistance system are both frequent and long.

**Continuum Of Care System** - The fundamental components of a Continuum of Care system are:

- (A) Emergency shelters that offer essential services to ensure that homeless individuals and families receive basic shelter needs;
- (B) Transitional housing with appropriate supportive services to give families the shelter and services they need while they learn the skills necessary to transition to permanent housing.
- (C) Permanent housing, or permanent supportive housing.

**Emergency Assistance** - Assistance that attempts to prevent homelessness or that attempts to meet the emergency needs of homeless individuals and families, including prevention, outreach and assessment, and emergency shelter.

**Emergency Shelter** - A building in which temporary emergency lodging is provided, with or without meals, to families and individuals who are homeless, and where on-site supervision is generally provided whenever such shelter is occupied.

**Episodically Homeless** – Those who use the system with intermittent frequency, but usually for short periods, and;

**Homeless** - According to the Stewart B. McKinney Homeless Assistance Act, a person who lacks a fixed, regular, and adequate nighttime residence is considered to be homeless. A family is considered to be homeless if, due to a lack of housing, they must reside in a shelter, motel, vehicle, or campground, on the street, in abandoned buildings or trailers, or doubled-up with relatives or friends. Children in this definition may include: foster children, runaway children placed by the state in transitional emergency shelters, sick or abandoned children in hospitals who would otherwise be released if they had a place to go, and children residing in domestic violence shelters and missions.

**Housing First** – An alternative to the traditional homeless shelter and transitional shelter model that advocates for the movement of homeless families to safe, decent and affordable permanent housing coupled with supportive services. The Housing First methodology has two features: moving homeless families into permanent housing as quickly as possible, and providing up to one year of individualized support to help them transition to stability and independence.

**Permanent Housing and Permanent Supportive Housing** - Housing and supportive services for homeless persons with disabilities, either as part of larger projects or in facilities designed solely for persons with disabilities; and appropriate permanent housing options for all homeless families and individuals.



**Shelter/Service Provider** - Organizations providing shelter, emergency housing, and supportive services to the homeless.

**Single Room Occupancy Housing (SRO)** – Generally, one-room housing units with bathroom and partial kitchen facilities, though some SROs are fully contained units. SROs are typically rented on a short or long-term basis by lower-income working and retired individuals.

**Special Needs** - The particular services identified for special needs populations, which typically may include transportation, personal care, housekeeping, counseling, meals, case management, personal emergency response, and other services to prevent premature institutionalization and assist individuals to continue living independently.

**Temporarily Homeless** – Persons who experience only one spell of homelessness, usually short, and who are not seen again by the homeless assistance system;

**Transitional Housing** - Housing along with appropriate supportive services designed to facilitate the movement of homeless individuals to permanent housing generally within 24 months.

**Wraparound (Supportive) Services** - Services provided to residents of supportive housing for the purpose of facilitating the independence of residents. Some examples are case management, medical or psychological counseling and supervision, childcare, transportation, and job training.

## ATTACHMENT A

### SANTA CLARA COUNTY COLLABORATIVE ON HOUSING AND HOMELESS ISSUES LIST

Adult Protective Services	Advent Group Ministries	Affordable Housing Committee of Cupertino
Affordable Housing Network of Santa Clara County	AFL-CIO 1877	Alum Rock Counseling Center, Inc.
American Red Cross Palo Alto	American Red Cross, Santa Clara Valley Chapter	Asian Americans for Community Involvement
Bill Wilson Center	Catholic Charities	Center for Human Understanding
Charities Housing	Child Advocates	Children and Families First Commission
City of Gilroy	City of Monte Sereno	City of Morgan Hill, Business Housing Analyst
City of Mountain View, Neighborhood Community Development	City of Palo Alto, Human Services	City of San José, Department of Housing
City Team	Community Housing Developers	Community Services Agency of Mountain View and Palo Alto
Community Solutions	Community Working Group	Corporation for Supportive Housing
Council of Churches of Santa Clara County	County of Santa Clara, Alcohol and Drug	County of Santa Clara, Employee Services Agency
County of Santa Clara, Employment Support Initiative	County of Santa Clara, Housing and Community Development	County of Santa Clara, Mental Health
County of Santa Clara, Office of Affordable Housing	County of Santa Clara, Office of Human Relations	County of Santa Clara, Public Health
County of Santa Clara, Social Services Agency	Court Designated Child Advocates, Inc.	Cupertino Community Services
Eastfield Ming Quong	Emergency Housing Consortium	Employment Connection – South County
Employment Development Department	ESO	Family and Resources
Family Health Foundation	Foothill-DeAnza Community College	Goodwill Industries
Growth and Opportunities	Health Connections	HomeBase
Homeless Care Force	Housing Authority of the County of Santa Clara	Housing Choices Coalition
Housing for Independent People, Inc.	Housing Industry Foundation	Housing Trust of Santa Clara County
InnVision	Interfaith Council Housing Committee	Jeremiah's Promise
Legal Aid Society	Love, Inc.	Lucile Packard Foundation for Children's Health
MACSA	MAITRI	Mental Health Advocacy Project
Next Step, Veterans Administration	Pathway Society	Project Match
Project Sentinel	Sacred Heart Community Services	Salvation Army
San José Conservation Corps	San José Family Shelter	San José First Community Services
San José Grail Housing Development Corporation	San José Silicon Valley Chamber of Commerce	San José State University
San José Unified School District	Santa Clara County, Office of Education	Santa Clara Farm Bureau
Santa Clara Unified School District-Educational Options	Second Harvest Food Bank	Second Start
Silicon Valley Independent Living Center	Silicon Valley Manufacturing Group	Social Advocates for Youth, Inc.
South County Housing	St. Joseph Cathedral Ministry	St. Joseph Family Center
St. Vincent de Paul	Strategy and Data Analysis	Support Network for Battered Women
Sylvandale School	Tri-County Apartment Association	U.S. Department of Housing and Urban Development, Region IX
United Way of Santa Clara	Unity Care	VA Palo Alto Health Care System
Valley Medical Center Customer Service	Volunteers of America	WATCH
Working Partnerships	YWCA of Santa Clara Valley (Villa Nueva)	4C Council

## ATTACHMENT B

### SHELTER SITING CRITERIA

In 1995, the City Council adopted *Emergency Homeless Shelter Criteria*, which are designed to govern the location, size and performance of any future emergency shelter proposed in the City of San José. These criteria were adopted to develop a shelter system that appropriately responds to the needs of the homeless, and to ensure that neighborhood concerns are adequately addressed. Below is a summary of the criteria:

- ❖ Emergency homeless shelters should be limited to a maximum of 125 year-round beds. It is generally preferable, however, that shelters be limited to no more than 50 year-round beds. During the cold weather months of November through March, the Department of Housing may allow shelters offering year-round shelter beds to expand the number of beds temporarily if the Department determines there is a need for such expansion.
- ❖ Emergency shelter sites should be located within a reasonable distance or travel time from services and facilities used by the homeless, including food service (if not provided at the shelter); bus stops or rail transit stations; government offices that provide services; job search, placement and training facilities; areas that provide jobs with varying education, skill and experience requirements; and health and mental health services. Toward this end, shelter sites should be located on or near arterials or major collectors. Shelters should be located in areas that are generally safe and that can be characterized as having relatively low crime rates as indicated by crime statistics, including emergency service calls.
- ❖ A “good neighbor” component must be included in the shelter management plan describing how the shelter provider will communicate with neighborhood and business groups as well as nearby neighbors to address issues of concern. The plan describes the means for addressing problems as they arise. Included in this component should be crime prevention, alcohol and drug use policies, loitering control, litter control, and movement of clients through the neighborhood.
- ❖ Hours of operation should be designed to minimize loitering around the shelter. It is generally preferable that shelters be open 24 hours a day to allow for the provision of a full range of services and to allow those homeless who work at night to have a place to stay. At a minimum, shelters should be open at least eight of the twelve hours between 7:00am and 7:00pm to allow clients to filter in and out rather than require them to enter or leave through a narrow window of time. If a shelter does not provide 24-hour services, its programs should be integrated with existing day programs serving the homeless.

### SHELTER PROVIDER STANDARDS SUPPLEMENTAL

In 1989, Shelter and Service Provider operational standards were established for emergency shelters in San Jose. These standards include: providing services with dignity and respect; compliance with building, fire and health codes; adequate separation of families and single clients; no drugs, alcohol or weapons are allowed in or on shelter property; supportive services relating to homeless issues that are directly or indirectly provided; and at least one paid staff on duty at all times when guests are in residence. Additionally, it is preferable that shelter space be made available through a phone reservation process, rather than a drop-in process.